HOW YORK GOVERNS ITSELF

Richard Beale Davis
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HOW YORK GOVERNS ITSELF

YORK FROM THE AIR
(Showing Junction of Rivers Ouse and Foss)

[*Photo by Surrey Flying Services*

HOW YORK GOVERNS ITSELF

CIVIC GOVERNMENT AS ILLUSTRATED BY THE COUNTY OF THE CITY OF YORK

Edited by J. B. Morrell and A. G. Watson

"MEN NOT WALLS MAKE A CITY"
Thucydides

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THIS BOOK IS DEDICATED

TO

Our Colleagues on the City Council, past and present, with whom whilst sometimes differing we have been united in our work for the better governing of our much loved City, which it has been our privilege to serve.

170564

" The venerable City of York, with its ancient walls and its historic Minster, is and remains our Mount Zion. It is at its altar that the exiled sons of Yorkshire, of whom I am one, wherever they may live and whatever other distinctions their life may have provoked, can most fittingly rekindle the torch of local patriotism, which is the salt and savour of English life."

From the late Lord Oxford's speech on receiving the Freedom of the City of York, 1927.

PREFACE

THE following pages attempt to portray the main outlines of the present working of civic government in the City of York. Though outstripped in population and wealth by many cities in the country, York, which since the reign of Richard II has had its own Sheriff and been a County in itself, has a story which is only surpassed in interest by that of London and has as progressive a civic life to-day as in any period of her 1850 years of recorded history. Under the stimulus of Mr. E. D. Simon's book, dealing with his experiences on the Council of the great City of Manchester, we have felt that there might be a place for a work telling of the administration of a smaller and more typical County Borough.

The book treats of local government under the control of its elected representatives and magistrates as distinct from the local administration of the officials appointed and controlled by Government Departments. Each chapter deals with one of the several functions of local government, whether administered by the Corporation, the Guardians, or the Magistrates. The work lays no claim to literary merit, all the chapters being written by busy persons whose public work is done in their too scant leisure. They are, however, written by those who have had actual experience of the activities of which they treat.

An attempt has been made to compile a select, but by no means exhaustive, bibliography for each section of

municipal work, giving not only the more recent books that have been published, but the Government Returns and the Periodicals dealing with the subject, as well as the published Proceedings of various Societies. The local reports have been added, which are necessary for anyone wishing to study the local problems. It will be seen how extensive is the literature in this country alone, on any one aspect of local government, and how apparent is the need for concentration on the part of an elected representative—unless he has plenty of leisure—if he is to obtain any full knowledge of his subject.

Where statistics relating to York have been published in Government Reports, the figures have been given to show how it compares with the other County Boroughs in England and Wales.

No reference is made in the book to the steps that must be taken to secure election upon the City Council or Board of Guardians. These are well known to all who take even a superficial interest in representative government. Let it suffice to say how great an improvement the method of Proportional Representation would be upon the present system of small single member wards. The method would do more than anything to secure the return of those men and women who understand and are prepared to devote their time to municipal work, and would enable all shades of opinion to be represented.

The importance of the City Council has been enhanced recently by the transfer of the duties of assessment and valuation to it from the Poor Law Guardians. The new Bill to be introduced by Mr. Neville Chamberlain will, when passed, complete the work of concentration long overdue, and make the City Council the governing body for every important branch of local government work

with the exception of the magistracy. It will become more than ever necessary in the ever-growing scope of our civic life that those whose sense of public duty leads them to engage in municipal work should have clearly in mind the best methods of administration to obtain the good government that we all desire.

This book would not have been possible without the invaluable assistance of the officials of the Corporation: the Town Clerk, Mr. P. J. Spalding; his deputy, Mr. R. Anderson; the City Surveyor, Mr. F. W. Spurr; the City Treasurer, Mr. J. W. Davison; the Medical Officer of Health, Dr. P. R. McNaught; the Clerk to the Guardians, Mr. G. Sykes; and the other executive officers by whom it is the good fortune of the City to be served.

Our thanks are also due, amongst many others, to Mr. F. E. Pollard, who has kindly read over the proofs; to Mr. H. V. Garrett, who has assisted in compiling the Bibliography; to Mrs. K. E. T. Wilkinson and Mr. F. J. Gillman, who gave special help in the preparation of Chapters IV and XIV respectively.

We are indebted to the *Yorkshire Gazette*, Mr. F. W. Spurr, Mr. W. Watson, and the Surrey Flying Services for the photographs.

CONTENTS

PAGE

PREFACE - - - - - - - - - vii

ILLUSTRATIONS - - - - - - - - xii

CHAPTER I

DEVELOPMENT OF LOCAL GOVERNMENT IN YORK - - 1
By Alderman J. B. Morrell, J.P., *Chairman of Finance Committee.*

CHAPTER II

CIVIC ADMINISTRATION - - - - - - - 15
By Alderman J. B. Morrell, J.P., *Chairman of Finance Committee.*

CHAPTER III

THE FUNCTION OF FINANCE - - - - - - 43
By Alderman J. B. Morrell, J.P., *Chairman of Finance Committee.*

CHAPTER IV

EDUCATION - - - - - - - - - 57
By K. E. T. Wilkinson, B.A., LL.B., *ex-Chairman of Education Committee.*

CHAPTER V

PUBLIC HEALTH—THE PREVENTION OF DISEASE - - 85
By Alderman W. H. Birch, J.P., *Chairman of Mental Hospital Committee.*

CHAPTER VI

PUBLIC HEALTH—HOSPITALS - - - - - - 113
By Alderman W. H. Birch, J.P., *Chairman of Mental Hospital Committee.*

CHAPTER VII

PUBLIC HEALTH—HOUSING AND RE-HOUSING - - 141
By Councillor Mrs. Crichton, *Chairman of Rents and Tenants Sub-Committee of the Housing Committee.*

CHAPTER VIII

HIGHWAYS AND BRIDGES - - - - - - - 157
By Councillor T. Morris, J.P., *Chairman of Streets and Buildings Committee.*

CHAPTER IX

THE PROTECTION OF PERSON AND PROPERTY - - 173
By Alderman O. F. Rowntree, J.P., *Chairman of Watch Committee.*

CHAPTER X

RECREATION - - - - - - - - - 187
By Councillor A. G. Watson, *Chairman of Parks Committee.*

CHAPTER XI

MUNICIPAL TRADING - - - - - - - - 213
By Councillor C. T. Hutchinson, *Vice-Chairman of Electricity Committee.*

CHAPTER XII

THE ALLEVIATION OF DESTITUTION - - - - 237
By Councillor A. Wilkinson, J.P., *Ex-Chairman of Out-Relief Committee.*

CHAPTER XIII

THE COLLECTION OF VITAL STATISTICS - - - 267
By Councillor A. Wilkinson, J.P., *Ex-Chairman of Out-Relief Committee.*

CHAPTER XIV

THE ADMINISTRATION OF JUSTICE - - - - 275
By Mrs. A. S. Rowntree, B.A., J.P.

CHAPTER XV

WHAT IT ALL COSTS - - - - - - - 297
By Alderman J. B. Morrell, J.P., *Chairman of Finance Committee.*

CHAPTER XVI

CONCLUSION - - - - - - - - - 311

APPENDIX - - - - - - - - - 321

INDEX - - - - - - - - - - 348

MAP OF YORK - - - - (at end of book)

ILLUSTRATIONS

York from the Air	*Frontispiece*	
Membrane from the Chamberlain's Roll of 1398	*facing page*	6
New Council Chamber. Council Meeting, October, 1927	,,	18
State Room in the Mansion-House	,,	18
Interior of Guildhall	,,	28
Room in Guildhall used for Committees	,,	28
The Blind School	,,	63
Fulford Open-Air School	,,	63
Ward in Naburn Mental Hospital	,,	116
Ward in Acomb Maternity Home	,,	116
Municipal Housing Estate, Tang Hall	,,	150
Street in Condemned Area	,,	150
Old Ouse Bridge	,,	160
Plan of York	,,	160
The Shambles	,,	167
York from Air, showing Walmgate Bar	,,	181
York Fire Brigade	,,	181
Old Elizabethan Measures	,,	182
New Public Library	,,	192
City Art Gallery	,,	192
York Racecourse	,,	199
Swimming Bath in Rowntree Park	,,	199
Rowntree Memorial Park	,,	201
Rest Garden, Merchant Adventurers' Hall	,,	201
Navigation on the Ouse	,,	217
York Cattle Market	,,	217
Blue Coat School	,,	241
Central Children's Home	,,	241
City Law Courts	,,	281
York Assize Court	,,	287

I

THE DEVELOPMENT OF LOCAL GOVERNMENT IN YORK

"My first words shall be for our ancestors; it is both just to them and seemly that on an occasion such as this our tribute of memory shall be paid them. For, dwelling always in this country, generation after generation in unchanging and unbroken succession, they have handed it down to us free by their exertions." "Yet ours is no workaday city only. No other provides so many recreations for the spirit—games and sacrifices all the year round, beauty in our public buildings to cheer the heart and delight the eye day by day."

Thucydides, *trans.* A. E. Zimmern.

How York Governs Itself

Chapter I

THE DEVELOPMENT OF LOCAL GOVERNMENT IN YORK

Fourteenth Century—Charter of 1396. Fifteenth Century—Election of Mayor. Sixteenth Century—Letters Patent of 1518. Charles I—Local Representation. Charles II—Close Corporation—Parish and Poor. Eighteenth Century—Commissioners. Nineteenth Century—Acts of 1834-5—Health—Education. Historians.

DURING the eighteen hundred and fifty-six years since Quintus Petillius Cerealis established the Roman Camp at Eboracum, the City of York has had a varied municipal experience. It was the military centre of Roman Britain, the Capital of the Kingdom of Northumbria, the second English town in mediæval times, and has been ruled successively by Roman, Saxon, Dane and Norman.

Dr. Sellers, the City Archivist, who has made a study of the civic and mercantile life of York during the fourteenth and fifteenth centuries, tells us, in her introduction to the *York Memorandum Book*, that at the end of the fourteenth century the central figure in the local government of York was the Mayor, who governed the City with the constant help of the twelve and twenty-four, and the occasional help of the forty-eight. The Mayor, the Bailiffs and the Chamberlains were elected officials, but it is not clear by whom they were elected.

The twelve apparently consisted of the wealthy merchant class, who had served the City in the capacity of

Mayor, Chamberlain, or Bailiff. The forty-eight, who were mostly members of the craft guilds, were those who had not held any civic office. It is not clear whether the claim of the forty-eight to take part in the government of the City was based on election or on their position in the guilds.

By the Charter of Richard II, in 1396, when the City became a county by itself, two Sheriffs took the place of the three Bailiffs. After 1418 the twenty-four consisted of ex-Sheriffs, and the office of Recorder was instituted.

In the first part of the fifteenth century the Mayor was elected by the body of citizens from two or three Aldermen nominated by the retiring Mayor. Later in the century the searchers of the various mysteries summoned the workers to the Guildhall. They nominated two Aldermen of the City, whose names were presented in writing to the Mayor, Aldermen, and Council, and they selected one. An Aldermanic vacancy was filled by the Mayor and Aldermen. The Sheriffs and minor officials were chosen by the Mayor, Aldermen and the twenty-four.

Letters patent in Henry VIII's reign, in 1518, granted to the citizens a Common Council to assist the Mayor, Aldermen and Sheriffs, consisting of two representatives selected from each of the thirteen crafts of merchants.

By a Charter in Charles I's reign, in 1633, the Common Council was increased to seventy-two elected members, eighteen being elected by each of the four wards of the City. Thus the basis of representation was changed from that of trade to the present one of locality.

A change was again made in Charles II's reign, when by Charter in 1663 the outside election of the Common Councilmen was done away with. Vacancies in that body

were to be filled by the remaining Councilmen, and the Corporation thus became a close one. This was its final form, until it was reformed nearly two hundred years later in 1835.

The power of the old Corporation was mainly in the hands of the Lord Mayor and the Aldermen. Aldermanic vacancies were filled by the remaining Aldermen selecting one of three names recommended by the Common Councillors, who likewise filled vacancies in their own body from the freemen. The Corporation consisted of two houses. The Upper House, the governing body, was composed of the Mayor, Aldermen, and the twenty-four; the Lower House of seventy-two Common Councilmen.

The parish played a considerable part in Local Government when in Elizabeth's reign the support of the poor was made one of its duties, and the parish was made the unit for poor law purposes. Special overseers of the poor were appointed, and to meet the cost of maintenance a local tax, entitled the poor rate, was instituted.

With the growth of wealth and a rising standard of comfort throughout the eighteenth century, the needs of the community made a demand for better municipal government than the Corporation was prepared to give. Parliament met these needs by the creation of fresh representative bodies, rather than by giving the new duties to the old close Corporations. Thus, as in Elizabeth's reign the duty of providing for the poor had been put on the overseers of the different parishes, so in the eighteenth century numerous bodies of Commissioners were set up in different towns to carry out the new duties required.

In 1763 an Act was passed for York setting up a special

body of commissioners in each parish, for "the better cleansing and enlightening of the streets and lanes of the city, for keeping the same in repair, and regulating the hackney coachmen, the chairmen, carmen and draymen within the same." These commissioners had power to levy a rate for public lighting, cleansing the streets and watching. The Act also made the provision of water spouts to the houses necessary, and it was part of the duty of the surveyors who were to be elected by each parish to see that the Act was carried out.

Thus at the beginning of the nineteenth century the work of local government, as we know it now, centred largely in the parish. The parish vestry was the place of meeting of the overseers and commissioners who were the local administrators. The twenty-eight parishes were separate authorities, not only for the relief of the poor but also for the lighting, cleansing, and watching of the streets.

To us at the present day the duties and usefulness of the Corporation at this time seem very limited. They administered the city property and the markets, looked after the bridges, prisons, city walls and charities, and were the trustees of the Ouse Navigation. The Lord Mayor, Aldermen and Sheriffs were responsible for the administration of justice in the various local courts, and the six City Chamberlains for collecting the revenues. There was hardly any drainage system in the City, no health administration, and no building regulations other than the safeguards provided by the common law of the land.

The Corporation Act was still in force which said that all holders of municipal offices must take the sacrament according to the Anglican Church ; Nonconformists and Roman Catholics were thus excluded.

[*Photo by W. Watson.*

MEMBRANE FROM THE CHAMBERLAINS' ROLL, 1398
(The earliest roll in the civic archives)

At the beginning of the century the provision of schools was not regarded as the duty of either Parliament or the Municipality. Apart from the private schools, secondary education in York for boys was provided for by the endowed grammar schools of St. Peter and Archbishop Holgate. Schools had recently been endowed by Haughton and Dodsworth, whilst the Blue Coat and Grey Coat Charity Schools had been in existence for some years.

During the first quarter of the new century civic progress in York moved but slowly. Population began to advance, increasing from 16,000 in 1801 to 25,000 in 1831. Improved roads throughout the country had enabled an efficient system of mail coaches to be developed, and several left York each day. The narrowness of the streets and the bridge across the Ouse began to be inconvenient for this increased traffic, and in consequence the old bridge was rebuilt and the streets leading to it were widened—a very considerable work for those days. At the end of this period the streets were lit by gas, made by the recently formed company.

The great advance during the second quarter of the century was the reform and reconstruction of the machinery of local government. The inconvenience of the parish as the unit for local government could no longer be tolerated. In 1826 a new local Act was passed, which created a body of commissioners for the whole City to take over the duties performed by the commissioners in each parish. This was an elected body, ten being chosen from each ward and four from the Liberty of St. Peters, and had power to levy a maximum rate of 1s. in the pound.

Seven years later, in 1833, another Act was passed

creating a body of twenty-four trustees to make the present market place by pulling down the houses and tenements between Pavement and St. Sampson's Square. Twelve of these trustees were appointed by the Improvements Commissioners and twelve by the Corporation. These trustees had power to levy a rate on all houses, buildings, and gardens up to 6d. in the pound until the work was paid for.

Reform of the House of Commons in 1832 was quickly followed by the reform of local government throughout England. Firstly, the Poor Law Act of 1834 grouped the parishes into new areas of local government called Poor Law Unions. Secondly, the great Act of 1835 completely reformed the principal municipal Corporations (except London), by turning the closed Corporations into representative bodies. It was originally intended that they should absorb the duties of the different local commissions. This, however, was not inserted in the Bill, and they were only absorbed gradually in succeeding years.

The rates in 1835, before the Municipal Corporations Act came into force, seem very small to us in these days. They consisted, apart from the Poor Law rate, of

a county rate of 8d. in the pound:
an improvement rate of 6d. in the pound:
a rate of 9d. in the pound levied by the Lighting Commissioners.

The proceedings of the reformed Corporation in York began to be reported in the local papers, in contrast to the secrecy of the old body, and they make very interesting reading in the old files of the local papers. The Corporation's duties seem very limited to us to-day. The judicial duties of the Aldermen were taken away and given to a separate Commission of the Peace. The chari-

ties they used to administer were handed over to a new body of charity trustees. The policing of the city, however, was given to the reformed Corporation, and one of their first duties was the organisation of a police force.

They still had the control of the local prisons, the City property and the markets, and the Ouse navigation continued to be administered by them. These at first exhausted their main duties until they took over the powers of the commissioners in 1850, when they became responsible for the lighting and cleansing of the streets.

But though the Corporations were reformed in 1835 public health was still terribly neglected. Epidemics were very prevalent. York was subjected to bad cholera visitations, and the burial ground just outside the railway station is the memorial to its ravages. Epidemics such as these directed attention towards the subject of public health, which bore fruit in the next quarter of the century.

The population began to increase with the advent of railways, and the third quarter of the century saw a series of Acts of Parliament giving powers and duties with regard to public health to the sanitary authorities in the country—in York the Corporation. This policy culminated in the great consolidating Act of 1875. During these years progress was made with the drainage system in the poorer part of the City where the river Foss flows or rather stagnates. The complete scheme was not undertaken until the end of the century.

We can have no idea to-day of the filthy and insanitary condition of the poorer districts in our main towns so short a time ago as the first half of the nineteenth century. But the duties of public health extended far beyond that of drainage, and the first medical officer of health and inspector of nuisances was appointed in 1873.

Whilst the third quarter was mainly noteworthy for the strides made in public health, the last quarter of the century saw marked advances in education. The reformed Parliament of 1832 began the system of educational grants to the voluntary societies which laid the foundation of the system of elementary education in the country, and this sufficed for forty years. In 1870 Parliament placed the duty of providing elementary education upon the local authority where the supply of schools was inadequate.

Instead of giving this duty in the boroughs to the Corporations, it created a new body, the School Board, for this purpose. The York School Board was not formed until 1889, when it became necessary, owing to the shortage of accommodation brought about by the closing of an old British school. The law limited the activities of the School Boards to elementary education, but a certain amount of technical education was started by the Corporation in 1891, when they took over the two schools of art and the classes held at the old Mechanics' Institute which had been in existence for some years. The city during this period adopted the Public Libraries Act, and took over the art gallery from the private committee that hitherto had been responsible for it.

At the close of the century the local government of the City of York was conducted by five authorities: the Magistrates who administered justice, the Board of Guardians who looked after the poor, the Overseers who levied the rates, the School Board which administered elementary education, and the Corporation which was responsible for the health of the City, the structure of new buildings, the lighting, cleansing, and

watching of the City, administering the municipal property, the markets, and the Ouse navigation.

We have now just completed the first quarter of another century. During this period the policy of Parliament has been to reduce the number of authorities, and to concentrate the working of local government in the hands of the Corporation. The School Boards were abolished in 1902, and responsibility for the whole range of education was given to the Corporation. In 1926 the Overseers were abolished, and the duties of assessment and collection of rates were handed over to the Corporation or its nominees. The Guardians have long been threatened and although the promised Government Bill dealing with them has not yet been brought before Parliament, it is not likely to be delayed much longer.

THE HISTORIANS OF YORK

York has been fortunate in her historians and many of her devoted sons have reverently recorded her story.

In 1736 Francis Drake, the old Jacobite, published his history and this has never been surpassed. It is a monument of research, a fine old folio with many interesting plates.

Hargrove in 1818 brought out his "History and Description of the Ancient City of York, containing all the most interesting information already published in Drake's *Eboracum*, enriched with much entirely new matter," whilst Mr. G. Benson, in three volumes published recently, has brought together a large amount of fresh material not given by the older historians, bringing the history of the city down to the present day.

Extracts from the City archives were published many years ago by its then Town Clerk, Robert Davies, and recently Dr. Sellers has edited the two oldest and most interesting volumes in the muniment room. Dr. Sellers has also edited the records of the York Merchant Adventurers and the Eastlands Company, and has written of the activities of these early traders. Roman York was treated by Rev. Chas. Wellbeloved many years ago, and again recently by Mr. Gordon Home. The walls and castle have their historian in Mr. T. P. Cooper, whilst almost every aspect of social and ecclesiastical life has had its own historian. The report on the City of York by the Commissioners on Municipal Corporations in England and Wales, published in 1835, is valuable in showing the government of the City at that date. Dr. Laycock's account of York to the Commission on Public

Health in 1845 shows the sanitary condition of the City at that period, whilst the Schools Enquiry Commission gives some interesting particulars of the school accommodation in York in 1860.

One of the most interesting of the many illustrated records of the City is the volume of engravings published by that fine artist, Cave, in 1813, showing the streets and buildings as they existed in his time.

The illustrations in Drake in the eighteenth century, of Cave and Halfpenny early in the nineteenth century, and again those of Bedford and Prout some years later, show the changes that have been taking place in the appearance of the City during the course of time. With the growth in population and prosperity York is changing now much more rapidly than formerly, and if a photographic survey were made of the streets as they are to-day it would doubtless be of very great interest to those who will be living in the years to come.

II

CIVIC ADMINISTRATION

"*Five things are requisite to a good officer: ability, clean hands, despatch, patience, and impartiality.*"

"*He that understands not his employment, whatever else he knows, must be unfit for it; and the public suffer by his inexpertness.*"

Reflections and Maxims, W. Penn.

Chapter II

CIVIC ADMINISTRATION

Council—Lord Mayor—Sheriff—Committees—Functions of Local Government. Offices—Executive Officers. Guardians—Charity Trustees—Other Public Bodies—Magistrates—Government Control—Duties of Elected Representatives—A Municipal Civil Service—Bibliography.

WHEN the old Municipal Corporations were reformed in 1835, they were reconstructed on very democratic lines. Although Aldermen were continued in the new Act owing to the action of the House of Lords, they were shorn of their special powers, and the new York Council consisted of a single chamber instead of two as formerly.

Its constitution has since remained unchanged. In fact the actual number of Councillors and Aldermen is the same as when the first reformed Council was elected in 1835, and it was only in 1925 that the six wards then constituted were divided into twelve.

During the ninety years that the Municipal Corporations have been reformed, their value as governing bodies has been recognised by the fact that the new duties that Parliament has imposed on boroughs during this period have been given to them. The efficiency of the reformed bodies is a testimony to the value of this piece of Whig legislation, and of the underlying principles as expounded by Bentham and the philosophic Radicals.

The Council

In the York Council as we know it to-day, the forty-eight members, Aldermen or Councillors, have equal

authority. The effectiveness of each depends solely upon his ability to influence his fellow-members. The Council meets once a month and sits in the evening, a time that suits the convenience not only of the members, but also of the citizens, who generally fill the gallery allotted to them, and take a keen interest in the proceedings. The rules of debate in the Council are carefully laid down in standing orders. A wise rule prohibits political discussion. Another limits the time of speeches, and no member may speak more than once on any motion before the Council. Some members specialise on points of order, and are never so happy as when they can point to some rule being broken; but the Lord Mayor, by the exercise of leniency and tact, has often prevented a scene and promoted the orderly discussion of public business.

The great day in the municipal year is November 9th, just after the elections, when all the members of the City Council assemble at noon in their robes in the Guildhall to elect a Lord Mayor and Sheriff for the coming year. The meeting is held at the upper end of the Guildhall, the public occupying most of the remaining space.

The incoming Lord Mayor, having been proposed, seconded and elected, is sworn and invested with a gold chain. The same ceremony is observed with regard to the new Sheriff, York having been a county in itself since 1396. The Lord Mayor's chain, which is one of great beauty, was bequeathed to the City in 1612. Further speeches are delivered thanking the retiring Lord Mayor, Sheriff and their ladies, after which the business of the Council is adjourned and the company goes to the Mansion House to partake of the Lord Mayor's hospitality and drink his health.

NEW COUNCIL CHAMBER
(Council Meeting, October, 1927)

STATE ROOM IN THE MANSION-HOUSE,
(Designed by Earl of Burlington, 1726)

As everyone is on his good behaviour it is a great day for platitudes, though these are occasionally relieved by an interesting review of civic work or some happy reference to the incoming or outgoing celebrity. The names of those who take part in the oratory on the 9th are by ancient custom selected at a convivial meeting of the Ouse and Foss Committee, held a few days before in their banqueting house at Naburn, a village on the river just below York.

The Lord Mayor

The Lord Mayor, from the legal point of view, has few duties other than those he performs as chairman of the Council. He is elected for one year only, though he may be asked to serve another term. The rule is to ask the Aldermen in turn who have not filled the chair, but the choice of the Council is not necessarily confined to its own members, and it has on occasion gone outside. The Lord Mayor is Chief Magistrate, and he remains a magistrate for a year after his term of office. His position as chief representative of the City is one of great honour. To gain it is the legitimate aspiration of every active citizen.

Whatever may be the opinion of the Council about one of their members, he is accorded, should he be elected to the office of Lord Mayor, the respect that attaches to the dignity of the position, and, on the other hand, the new responsibility never fails to be reflected in his actions. It is not for nothing that English people have lived under representative government for many hundreds of years.

York does not grant a salary to its Lord Mayor, but it provides him with a residence and servants during his

year of office. The Mansion House is a stately Queen Anne building, adjacent to the Guildhall. It contains some fine pictures and very interesting and valuable old plate; but most of the original furniture has unfortunately been worn out or replaced. As there are many matters upon which the Town Clerk has to consult the Lord Mayor, it is very convenient that the official Mayoral residence should be next door to his office.

But apart from his legal duties the Lord Mayor has naturally many social ones to perform. His time is kept fully occupied with bazaars and meetings and conferences of all kinds. Certain religious and philanthropic societies think that they have a right to hold their annual meetings in the State Room at the Mansion House, in which case the Lord Mayor is expected to provide tea. It is customary for him to give an orange and sixpence once a year at the Guildhall to each scholar at the old Blue Coat and Grey Coat Charity Schools.

At the Assizes it has long been usual to entertain the Judges to breakfast, and about a hundred guests are invited to meet them. It is an interesting ceremony; the Judges in their robes, announced by their trumpeters, are presented by the Lady Mayoress with a bouquet of flowers, a survival of the bunch of herbs that once was given as a preventive of jail fever. A breakfast has this great advantage over a dinner that there is no time for dull speeches; the Judges leave directly afterwards for the Assizes.

On the Assize Sunday the Lord Mayor invites his colleagues on the Council to accompany him in their robes in procession to the Minster. He generally asks the Corporation to go to his own church on another

Sunday, and on each occasion refreshes them at the Mansion House after the service.

His correspondence is varied. Americans write for information about their ancestors, and Colonials for a suitable wife or the whereabouts of their relations. The post brings pamphlets of the type "Is England Doomed?" and requests for information as to the cheapest place to live in Yorkshire. There are also a certain number of communications from lunatics and cranks of all kinds.

Those who wish to take up their freedom either by servitude or patrimony have to appear before the Lord Mayor and swear:

> "This hear you my Lord Mayor and good men; that I from henceforth shall be true and trusty to our Sovereign Lord King George the V, and to this City of York; and the same City shall save and maintain to our said Sovereign Lord the King and his successors; and all the Franchises and Freedoms of the same City maintain and uphold with the best of my power and Cunning, and with my Body and Goods as often as it shall need my help—*So Help me God.*"

Then the Lord Mayor by the Town Clerk admonishes them as follows:

> "You shall be obedient to the Lord Mayor and Sheriff of this City, that are or shall be for the time being, and justified after the Laws, Customs and Orders of the same City: the Goods of any Stranger or Men unfranchised, you shall not avow for your own, by which the Lord Mayor or Sheriff may lose their Tolls or Customs, or any other duties that

belong to them; the Councils and Privities of the same City you shall well and truly keep: and all these points and articles before rehearsed shall hold anenst you; and for nothing let, but you shall so do—*So Help you God.*"

They are then admitted to the freedom of the City.

York has many distinguished names on its Freemen's Roll. In the old days the freedom was given amongst others to Chatham, Fox and Brougham, the Duke of Wellington and Earl St. Vincent. In recent years His Majesty the King, the Prince of Wales, and the Duke of York have all honoured the City by accepting it; whilst Mr. Lloyd George is amongst the youngest freemen, and Lord Oxford's name was put upon the roll in 1927.

The Lord Mayor is an *ex officio* member of several outside institutions. Since its formation he has been one of the Governors of Queen Anne's Bounty, and if he is inclined can attend the monthly meetings in London. He is one of the Trustees of the Linton Lock Navigation, and is a member of the Court of Sheffield University.

The Sheriff

The Sheriff, although elected by the City Council, is the King's representative. The Recorder since 1835 has taken from him the duty of presiding over the Sheriff's Court of Pleas on the few occasions on which this has been held. The Sheriff's duties are now confined to attending His Majesty's Judges at the City Assizes, seeing that an execution is carried out, should there unfortunately be one during his year of office, and that writs are executed. According to ancient custom he presents the Judges with a pair of white gloves if there are no prisoners on the calendar to be tried.

It is his duty to make the arrangements for a general election if one is held during his year of office.

On the social side, he and his lady give great assistance to the Lord Mayor, who is usually consulted by the selection committee as to whom he would like to fill this position during his year of office.

Committees

Before adjourning its meeting on November 9th, the Council usually passes without comment the names for the new committees. These are first selected by a meeting of the Finance Committee and the chairmen of the Standing Committees held shortly after the elections on November 1st, and are confirmed by the Council which meets in committee for this purpose before the 9th.

The method of allocation to the committees is not very satisfactory, and the new members are rarely all satisfied. But the standing orders do not permit anyone to sit on more than five standing committees, and "each member shall be entitled to a seat on at least three standing committees, provided that no member shall be removed from a committee against his will in order to give effect to this rule."

It is not always possible to give new members the committees they desire. The Socialists like the Trading and Streets and Buildings Committees, which employ the most labour. The Ouse and Foss Committee is popular, as it has a banqueting hall and cellar! But it is sometimes difficult to get the full number for the Education Committee, which means hard work, and work which brings no votes; whilst for some reason or other the Library Committee is often regarded as good enough for a new comer.

The same understanding that a member shall not be removed against his will is applied to the chairmanship of the different committees. A chairman once elected is not removed, however much his views may differ from those of the majority of the committee. The rule may be illogical, but it does not work badly in practice so long as the occupant is a good chairman, and no committee deliberately chooses the worst member for chairman; moreover, the fatalities at elections make frequent changes. No one may be chairman of more than one standing committee. After all, the chairman's function is to conduct the business of the meeting efficiently. The majority on the committee control the policy, and the officials carry it out; but if the officials were free to speak their minds, doubtless they would have some pungent remarks to make about some of their chairmen.

Committee meetings are mainly held in the evening, the most convenient time for busy people, and an attempt is made to hold them in the first half of the month, so that the latter half is more or less free from Corporation duties. The total number of meetings held in 1926 appears to have been 721.

Before action is taken the minutes or reports of each committee are confirmed by the whole Council at its monthly meeting. It is the duty of the Chairman to move the adoption of his minutes, and upon him falls the task of defending anything in them that may be attacked.

A wise chairman will often, by making some concession to opponents, save the main part of a contentious proposal. He must know however when to do this, and be able to sense the feeling of the Council. A concession made too late, or after a division has been

taken which he has lost, will be useless ; to be effective it must be made in time.

Subject, however, to the final authority of the Council as a whole, each committee is a separate unit of government with its own executive officer, acting more or less independently of the other committees.

Functions of Local Government

A City Council at the present time may be said to perform eight different functions. These are Finance and General Administration, Protection of Life, Highways, Protection of Property, Education, Recreation, the Exploitation of certain Trading Monopolies, and to a very limited extent Alleviation of Destitution. This last is still the main duty of the Guardians. These also maintain an Infirmary—work similar to that performed by the Health Committee ; as the body responsible for the registration of births, deaths and marriages, they also perform the distinct function of the collection of vital statistics.

The seven main functions of the Council are administered by thirteen standing and ten special committees—an arbitrary distinction.

The following is a list of the Corporation Committees with their numbers and executive officers :

Committee	Members	Executive Officer
Finance :		
Finance.	16	The Town Clerk and City Treasurer.
Salaries.	10	The City Treasurer.
Stores.	8	Various.
Rating and Valuation.	6	The City Treasurer.
Assessment.	8	The Clerk to the Guardians.
Commercial Development.	8	The Town Clerk.

Committee	Members	Executive Officer
PROTECTION OF LIFE :		
Health.	16	The Medical Officer of Health.
Mental Hospital.	10	The Medical Superintendent.
Mental Deficiency.	10	The Town Clerk.
Housing.	10	The City Surveyor.
Streets and Buildings (Part).	16	The City Surveyor.
HIGHWAYS AND BRIDGES :		
Streets and Buildings (Part).	16	The City Surveyor.
PROTECTION OF PERSON AND PROPERTY :		
Watch.	10	The Chief Constable.
EDUCATION OF THE YOUNG :		
Education.	14	The Secretary for Education.
RECREATION :		
Public Library.	10	The City Librarian.
Parks.	10	The Parks Superintendent.
Allotments.	9	The Parks Superintendent.
Musical Entertainments.	8	The Town Clerk.
Art Gallery.	8	The Curator.
Health (Baths Sub.)	9	The City Surveyor.
MUNICIPAL TRADING :		
Markets.	10	The Markets Superintendent.
Ouse and Foss.	10	The River Engineer and Manager.
Electricity.	10	The City Electrical Engineer.
Tramways.	10	The Tramways Manager.
Estates.	10	The City Engineer.

ALLEVIATION OF DESTITUTION

The whole of the Council acts as an Old Age Pension Committee, delegating the work to a sub-committee—with the Town Clerk as executive officer. The Blind Persons Act is administered by the Health Committee.

The chart on page 31 shows that, whilst the functions of Highways, Education, and Protection of Person and Property are each of them dealt with by a single committee, those of Finance, Health, Recreation and Trading are split amongst a number of committees, each of which reports separately to the Council.

There is little overlapping between the different functions. The Streets and Buildings Committee is however an exception. As the committee responsible for Highways and Bridges, it repairs, lights and cleans the streets, and is responsible for street improvements ; but it also constructs and maintains the public sewers and sewage disposal works, and collects and destroys refuse, all of which functions belong to public health. On the other hand, the public baths, which are managed by the Health Committee, might suitably be classed under Recreation.

In addition to the committees, there are of course many sub-committees, varying considerably in importance. The Education Committee submits all its business first to one or other of its sub-committees, each of which has a separate chairman. The other committees only submit part of their work to their sub-committees, and the chairman of the committee is as a rule chairman of the sub-committees.

Offices

The York Corporation has no great Town Hall housing all its various departments, but it is fortunate in the possession of the stately Guildhall, built in the fifteenth century. At the beginning of last century a room was added for the Council meetings when the old one on Ouse Bridge was pulled down. This sufficed until 1891, when the present Council Chamber was built adjacent to it, with the offices now used by the Town Clerk and City Surveyor. Most of the committees are held in a beautiful old panelled room opening out of the Guildhall, overlooking the river, historically interesting as the place where the representatives of Parliament handed over to the Scots the price of

Charles I's surrender. Above the panelling are ranged muskets that were used in the rebellion of 1745.

When the Police Court was moved from the Guildhall and the new Law Courts were built, accommodation was provided in the latter building for the Police and Education offices. The Medical Officer of Health, the City Treasurer, and the officers of the Trading Departments have accommodation found for them in other parts of the City. Although the offices are separated, there is not much inconvenience, as they are largely independent of each other; and the need for a large expenditure in office buildings seems unnecessary at the present. The Guardians have their own separate offices and Board Room.

The Executive Officers

An English Corporation has no general manager or managing director. Its chief official is the Town Clerk, but neither he nor the Lord Mayor has the position of a German Burgomeister, a French Maire, or the Mayor of an American city. The Town Clerk, who is nearly always a lawyer, is not merely the legal adviser of the Corporation, but, as the name implies, the clerk of the Council. He keeps its minutes, registers and records its decisions, and sees that action is taken by the appropriate committee or official. Either he or his deputy attends the different committees and keeps their minutes, and by so doing co-ordinates the work authorised by the Council, with the result that the general supervision of the Corporation is in his hands. Owing to its origin the Education Committee is an exception, its minutes being kept by its own officials.

Each committee has its own executive officer, most

INTERIOR OF GUILDHALL
(Muskets on wall used in Rebellion of 1745)

ROOM IN GUILDHALL USED FOR COMMITTEES
(In this room in 1648 the money was handed over to the Scots for their services to Parliament during the Civil War)

of whom are technical or professional men. The Health and Mental Hospital Committees have medical officials, although much of their work is administrative. The executive head of the Electricity Committee is an engineer, whilst that of the Watch Committee is the Chief Constable. The disputed question whether the head of a department should be a technical man or an administrator would seem to be best answered in a small department by the choice of a technical man who is a good administrator rather than by a good administrator who is not a technical man.

Besides carrying out the executive duties of the City Council, it is the duty of the officials to see that the elected representatives are supplied with the data and figures necessary to check the work that has been done.

The growth in the number and importance of the executive staff of the Corporation is only of very recent date. The accounts of the old Corporation were kept by the six chamberlains, unpaid representatives, whose rolls, dating from 1398, are amongst the City archives. It is a pity that the old name of Chamberlain was not retained for the office of Treasurer. The office of Town Clerk, it is true, is an old one, but the first whole time officer was not appointed until 1886, the first whole time City Surveyor was appointed in 1887, the first whole time Medical Officer in 1900, and the first Education Secretary when the School Board was established; whilst there was no executive Poor Law officer for the City until the Poor Law was reformed.

The Guardians

The Guardians never get the credit they deserve, in spite of the large amount of public service which they

render. There is always a dignity attaching to the office of Mayor, but the chairman of a Board of Guardians fills no greater position in the public eye than does the chairman of one of the smaller committees of the Corporation.

The election of Guardians takes place every three years, when all the Guardians retire. One Guardian is elected for each of the forty wards into which the City is divided for Poor Law purposes.

The York Poor Law Union consists of York City, with the adjacent agricultural districts of Flaxton, Bishopthorpe and Escrick. York has forty and the country districts forty-three representatives upon the joint Board, which meets fortnightly in the afternoon to conduct the business common to the whole Union. Now that the work of assessment has been taken away, the main business consists in the management of the Workhouse and Infirmary. This is done through four standing committees and a number of sub-committees.

For out-relief purposes each district is formed into an out-relief union. The York out-relief union consists of the representatives for the City. It meets fortnightly, and divides its work between three relief and five other committees.

The existence of the Guardians has long been threatened, but they are still with us. Whatever difficulties the abolition of the Guardians may entail in the country districts, these do not appear serious in a county borough like York, whilst there are many obvious advantages in having one representative body for all local government purposes and in a consolidation of the health services of the City.

The Chart Showing Sphere of Administration

of the Corporation thro the various Committees & Sub-Committees.

City Council

consisting of 12 Aldermen & 36 Councillors

Finance

- Finance (16) — 1, 2, 3
- Salaries (10)
- Stores (8)
- Assessment (8)
- Rating (6)
- Comm.l Develt. (8)

Health

- Health (16) — 4, 5, 8, 6, 9, 7
- Mental Hospital (10) — 11, 12
- Mental Deficiency (10)
- Housing (10) — 13, 14
- Streets & Buildings — Part

Highways

- Streets & Buildings (16) — 15, 16, 17

Education

- Education (14) — 18, 21, 24, 27, 30, 19, 22, 25, 28, 20, 23, 26, 29

Watch

- Watch (10) — 31, 34, 32, 35, 33, 36

Recreation

- Library (10) — 37
- Parks (10)
- Allotments (9)
- Art Gallery (8)
- Musical Entertain.ts (8)
- Health Baths sub (10)

Trading

- Ouse & Foss (10)
- Markets (10) — 38, 39
- Electricity (10) — 40, 41
- Tramways (10) — 42
- Estates (10) — 43, 44, 45

Sub Committees

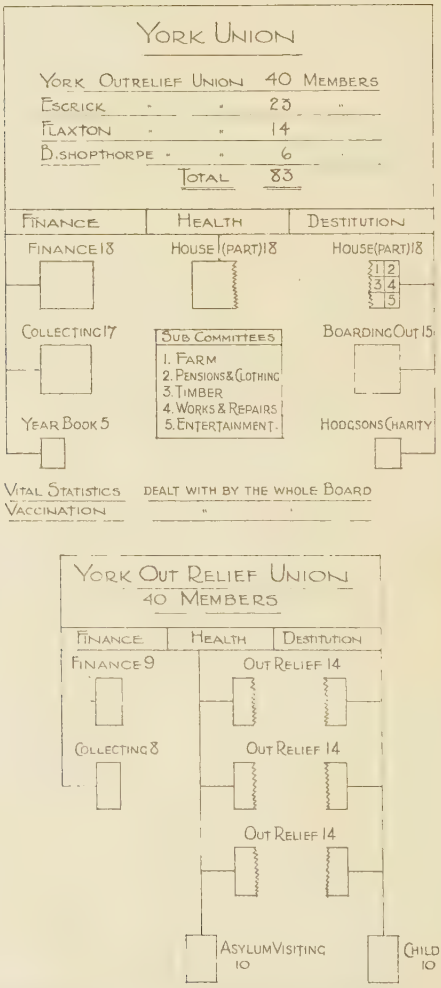
1	Loan Arrangements	28	Reorganization
2	Expenditure	29	Elementary Schools (Accomodation)
3	Housing Finance	30	Educational Programme
4	Maternity & Child Welfare	31	Fire Brigade
5	Maternity Hospital	32	Police Clothing
6	Unhealthy Area	33	Weights & Measures
7	Special Diseases	34	Hackney Carr. Age
8	Fairfield Farm	35	Police Federation
9	Tuberculosis, Fever Hospital Blind Persons	36	Cinematograph
10	Baths	37	New L. Library
11	House	38	Cattle Market
12	Building	39	Parliament St. Market
13	Plans	40	Development
14	Rent & Tenants	41	Bulk Consumers
15	Depot & Provender	42	Traffic Development & Fares
16	Street Improvement & Town Planning	43	Mansion House
17	Lighting	44	Property & Exhibition Buildings
18	Elementary	45	Bonding Warehouses
19	Higher		
20	Further		
21	Sites		
22	Staffing		
23	Juvenile Employment		
24	School Attendance		
25	Consultative		
26	Board of Studies		
27	Maintenance Grant		

Number of Members on each Committee shown in brackets

Alleviation of Destitution — The Whole Council acts as a Committee for Old Age Pensions.

Di nd Persons Act is administered by a Sub-Committee of the Health Committee.

Chart showing the Sphere of Administration of the Board of Guardians thro' the various Committees & Sub Committees



Charity Trustees

The administration of the Corporation Charities was taken away from the Council by the reforming Act of 1835, and handed over to a body of trustees, who for a long time administered them without any connection with the Corporation. In recent years, however, the tendency has been to associate a representative body with the old charities, and under the present scheme the Corporation nominates a proportion of the Charity Trustees. This element of elected representation has been inserted in the new schemes that have been made from time to time for the numerous parish charities with which York abounds. Machinery has been set up by the Guardians to see that the relief given by them is co-ordinated with that of the various bodies of trustees controlling the charities.

Other Public Bodies

The Corporation has representation on the recently established Insurance Committee, on the War Pensions and Local Employment Committees and the West Riding Territorial Association, which are advisory to the Government Departments concerned. It also has representation to watch the interests of the Ouse Navigation on the Gouthwaite Board, formed under the Bradford Corporation Waterworks Act, and on the Yorkshire Fisheries Board, which looks after the purity of Yorkshire rivers.

Magistrates

The other body taking part in local government in York is the City Magistracy. Prior to 1835 justice in the

petty courts was administered by the Lord Mayor, Aldermen and Sheriffs. The Corporations Act of that year took this duty away, and gave it to a separate Commission of Peace appointed by the Lord Chancellor and the Recorder. Recently a local advisory committee nominated by the former has advised from time to time as to new appointments. There is never any difficulty in finding suitable persons who are ready and indeed anxious to undertake this onerous and often distressing form of public service.

Government Control

The amount of control exercised by the Government over the work of the Corporation varies in proportion to the grants given. It is the greatest in education. The plans for school buildings have all to receive the sanction of the Board of Education in London. The work of all schools is constantly under the supervision of H.M. Inspectors, who report to the Board of Education, whose officers they are. The teaching in the schools is directed in the main by the codes issued by the Board, and as the grant largely depends on the satisfactory reports from its inspectors, it is obvious that the central Government really controls our educational system. That this is done with great tact every one will acknowledge, and the constantly rising standard throughout the whole kingdom is in no small measure due to the work of the officials of the Board of Education in London.

The police are subject to an annual inspection only by an official of the Home Office, but as the grants are substantial the Government is able to ensure that a certain standard of efficiency is maintained.

In recent years grants for the health services have increased considerably, but very little control has accompanied them. A small grant is made in respect of highways. With regard to the other services such as recreation, the Central Government has hardly anything to say or help to give. As distinct from the work of the Corporation, that of the new Poor Law Authorities since their reconstruction in 1834 has been under the strict supervision and inspection of the Central Authority.

All Corporation loans, for whatever purpose, have to receive the sanction either of the Ministry of Health, the Ministry of Transport, or the Electricity Commissioners. Some of the regulations are irksome, and some of the restrictions seem unnecessary. Is there any adequate reason why a Corporation should be forbidden to purchase property except for some immediate object? If the Corporation had power to rate the increment in land values which a growing community creates, there would be some reason in preventing it from buying property in excess of its immediate requirements. But, under our existing fiscal system, the community allows the increment value to pass into private hands, and is prevented by Parliament from purchasing any property with a view to securing any of this increment value for itself.

So long as local authorities receive substantial grants from the Central Government, it is difficult to see how those bodies which spend the grants can expect to be free from supervision by the Ministry. That the control is excessive as regards the Poor Law must be admitted. No self-respecting Corporation would submit to it, but, on the other hand, if the Ministry of Health exercised greater supervision over the administration of public health and housing, it would be reflected in a reduction

in the death rate in many of the less progressive areas.

The education expenditure of the Corporation, the accounts under the Housing (Assisted) Scheme, and of the Rating and Valuation and Assessment Committees, and the whole Guardians' expenditure are subject to audit by the Central Government. Hitherto, the Corporations have resisted further interference, although the Government departments would like its extension. One thing which the Central Authorities should do is this: they should enforce a uniform system of accounts which would enable comparative costs to be obtained. These could then be collated and made available for the local authorities. They would render a much greater service in doing this than in trying to substitute an audit by their officials for the efficient one done at the present time by a chartered accountant.

Duties of Elected Representatives

The position of elected representatives on a Council or Board of Guardians is similar to that of non-executive directors of a limited liability company, except that the former are not paid for their services, whilst the latter receive fees.

The duties of the City Councillors are administrative, and have not changed in character, though the scope and amount of Corporation work has increased enormously during recent years. This continuous increase in their work should cause no misgiving if the elected representatives would keep to their administrative duties, and if those who have only a limited amount of spare time would concentrate on a specific part of municipal work. The select bibliography at the end of each

chapter shows the time that should be given to reading if a representative wishes to make himself conversant with any one function.

The main duty of the elected representatives is to lay down *policy*, whilst it is the duty of the officials to *carry it out*. The representatives of the citizens should satisfy themselves that the policy they have laid down is efficiently carried out, that the revenue is economically spent, and that the executive officers whom they appoint are the best available for the purpose. They should set the standards they require, and leave the executive officers to attain the results, comparing those results with the standards they have set. They should not do the work of the officials, but encourage and help them with advice, criticise when necessary, and watch the result of the work and its cost as compared with standards capable of achievement.

Some committees—Education, Health, Watch, Mental Hospital and Highways—prepare detailed reports of the year's work, and if these are properly drawn up they are a measure of past achievement and a guide to future work. Other reports should be prepared and more attention should be paid to those already presented.

A Council of forty-eight members, as at York, is quite large enough for the present, and even for extended duties if the work of the Guardians be added. No Councillor need complain of overwork if he confines the range of his activities to one or at most two functions.

It is often said with truth, that the real work of the Council is done in committee. Those members who know what they want doing, who are constant in their attendance, and have a reasonable amount of tact, are the real

governors of our cities ; not those who make spectacular scenes or long speeches in open Council. As a rule, the executive questions that come before the Council are considered on their merits, and a well-reasoned tactful speech will often bring the majority of the Council round to the speaker's opinion.

We may fairly ask—is the administration of local government in York, judged by ordinary business standards, efficient? If not, in what ways could it be improved? As far as York is concerned, it might very properly be urged that the committees are too large. If they were smaller, the work would be quite as well done, with a corresponding saving of the time of the representatives. The number of committees might possibly be reduced with advantage, the work of those disbanded being given to sub-committees.

The Council is very jealous of delegating any of its powers, but as the volume of work grows, the time of the Council would be saved if it allowed the larger committees to make decisions so long as they kept within their estimates.

Greater use might be made on committees of co-opted members who take a keen interest in and are well informed about some one subject, but who will not face an election contest. They are now on Education, Allotments, Library, Art Gallery, Maternity and Mental Deficiency Committees. Legislation would be required to enable more committees to use their services.

It has been suggested by Mr. E. D. Simon* that if the large Cities had an administrative officer at their head supervising generally the work of the City, we should get a larger and more continuous development than is pos-

* *A City Council from within.* E. D. Simon. Longmans.

sible under the present system. This might be the case in certain towns if the right man were selected. But the idea is so contrary to present practice and old established usage, that it would be very difficult to carry it through.

Where the Government departments fail is in omitting to give the local authorities any information showing what the cost of the various services should be. They should obtain the costs from the various local authorities on standard forms and make them generally available.

Another legitimate complaint is the cost to a local authority of obtaining any simple Provisional Order or local Act in Parliament, even if it is unopposed.

A Municipal Civil Service

As the work and scope of local government grows, so must the importance of the executive officers grow also. It becomes more and more desirable to recognise this if we are to get the best out of our representative government. This growth points to the establishment of a municipal civil service. This would not be easy at first, as it would be necessary for the local authorities to choose their applicants from amongst these civil servants, regardless of any local claim.

Nevertheless, if a Municipal Civil Service were established, and there were a free movement of officials between different towns, it would add greatly to the efficiency of the administration. At the present time there is hardly any interchange between the members of the elementary teaching staff in the great educational system of the country. This would be quite easy to arrange, and would greatly influence the experience and breadth of mind of the teachers. Interchange of staff between the different municipalities would of course involve a national

pension scheme, as is the case with teachers and asylum officers at present. Above all, there would have to be willingness on the part of the elected representatives to make such free movement possible.

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III

THE FUNCTION OF FINANCE

"*The habit of economy is a revenue in itself.*"

Latin Proverb.

Chapter III

THE FUNCTION OF FINANCE

Finance Committee—Audit—Salaries Committee—Stores—Rating and Valuation —Assessment—Commercial Development—Guardians—Cost—Bibliography.

Committee	Members	Executive Officer
CORPORATION :		
Finance.	16	The Town Clerk and City Treasurer.
Salaries.	10	The City Treasurer.
Stores.	8	Various.
Rating and Valuation.	6	The City Treasurer.
Assessment.	8	The Clerk to the Guardians.
Commercial Development.	8	The Town Clerk.
GUARDIANS :		
Finance Joint Board.	18	The Clerk to the Guardians.
Finance Out-Relief.	9	The Clerk to the Guardians.

THE function of Finance and Administration in the York Corporation is undertaken by the Finance, Stores, Salaries, Assessment, Rating and Valuation Committees, all of which report direct to the Council.

FINANCE COMMITTEE

The Finance Committee meets once a month. Its executive officer is the Town Clerk, but the City Treasurer attends and has always matters to bring before it. Its name would imply that it had some real financial control over the Council, or at any rate that it had its finger on the pulse of the expenditure of the Corporation. This,

however, is far from being the case. A rota of its members meets to pass accounts before the main committee, and again between the regular meetings of the committee, when the expenditure of every committee is put before it and the totals are signed by the chairman. But a mass of figures without explanation, in which revenue and capital are inextricably mixed together, is meaningless; they convey nothing to the members of the committee, who naturally take very little interest in them. As a matter of fact, they are regarded as a formality, and are rarely if ever questioned.

An innovation has recently been introduced whereby proposed capital and revenue expenditure not included in the estimates must, by standing order, be first submitted to the Finance Committee, to enable the effect of the proposals upon the City's finances to be reviewed.

At the end of the half year, a statement is submitted to the Finance Committee showing the expenditure of the different committees to date, compared with the estimate, but it must be admitted that the Finance Committee has no real control over the expenditure of the Corporation.

Early in the year, each committee prepares its estimates of revenue and expenditure, and its capital requirements. These are considered as a whole by the Finance Committee acting with the chairmen of various committees. Frequently slight reductions are made in order to bring down the rate. Any chairman whose estimates are reduced naturally protests and sometimes is able to get the amount reinstated when the estimates finally come before the Council.

The revised estimates are submitted to a special meeting of the Council. This gives the chairman an admirable opportunity of reviewing the civic expenditure—

both capital and revenue—as a whole, and this always produces a lively debate. Although it is pleasant to find that the year has ended with a surplus, it is not justifiable if it could have been avoided. Over-estimating expenditure can no more be defended than under-estimating.

It must be confessed, however, that criticism of expenditure is usually very ill-informed, there being an almost complete absence of standards of cost whereby the different items can be judged. Rules of debate will not allow a motion deducting a certain sum from a Committee's estimates. It must be taken from a specific item. There is also a natural disinclination to cut down estimates which involve dismissing staff. When the estimates are finally passed by the Council, the rate is laid for the ensuing year. Formerly, this was done by the Overseers, but in future it will be laid by the Corporation.

Of the public utilities operated by the York Corporation, the Markets and Electricity both yield profits in relief of rates. The Tramways just pay their way on a 2d. fare. The Foss Navigation was bought many years ago for drainage purposes, and now yields a slight profit. The Committee act as Trustees for the Ouse Navigation, and may neither subsidise it nor use its surplus revenue.

The electricity supply is the largest undertaking, and it is an interesting point whether the profit should go in reduction of price to the consumer or in reduction of the rate to the ratepayers. The York Council holds the view that, as the City lends its credit, it is entitled on this account to 1 per cent. on the outstanding capital. The balance, if any, after strengthening reserves, goes to the consumer. The Council also benefits to the extent of income tax which it is allowed to set off against the interest on loans.

But the Finance Committee is also a general purposes committee. It grants licences to game dealers, performers of stage plays, and pawnbrokers. Any legal questions not connected with a specific committee come before it. The following are a few of the items that were considered by it in 1926. As a general purposes committee: appointment of sub-committee to administer Coal Emergency directions; consideration of Rating and Valuation Act; communications from Public Records Office as to York being a place for the deposit of Manorial documents; recommendation of appointment to various Charity Trusts and outside bodies; alterations to standing orders; allowances to old servants; Sunday Concerts; proposed alteration of the weekly half-holiday; expenses of Register under Land Charges Act, 1925. As part of the general financial work of the council: redemption of Land Tax; purchase and cancellation of York Corporation 3 per cent. Redeemable stock; investment of Sinking Fund; contracts for supply of books and stationery; tolls on Foss Island Railway; report of formal sanction of loans from Government Departments.

The Corporation from time to time has to acquire property for some purpose of public improvement. The publicity involved by bringing it first before a committee and then to the Council inevitably enhances the price. It would be a great boon if there were some fund held by trustees, as is the case in certain towns, which could be used for paying the deposit on a desirable purchase before bringing it before a committee; this would be repaid to the trustees if the Council confirmed the purchase.

A small finance committee that devoted itself to a constant watch over costs, carefully examining those of the

different services in comparison with similar costs elsewhere, would, the writer believes, reduce expenditure without lessening efficiency. We have at the present time standard rates of wages ; we want standard achievement. Take for example the cost of hospitals : the Finance Committee should satisfy itself that the cost per bed in the Corporation hospitals is not excessive and compares favourably with that in similar institutions ; or it might compare the cost of scavenging per mile of road in York with a similar unit of measurement in other towns.

There would be work enough for the members, and probably it would be better done, if they confined themselves to it without any entangling associations with other committees. Every councillor, however great an advocate of economy at election times, always regards as essential the work of the committee of which he is a member, and in which he has become interested.

Audit

The poor law expenditure has long been subject to Government audit, and so has that upon Education, of which so large a proportion is paid out of the Exchequer ; the remainder generally is free from outside interference. The Corporation, however, employs a chartered accountant, and must by law publish each year a summary of its accounts which is available for any one to inspect. In view of this, it is difficult to see what useful purpose is served by the Lord Mayor's auditor, or the two elected auditors, for whose return the City is sometimes put to the cost of a contested election. These, however, must be appointed by law, although they need have no knowledge of accounts!

SALARIES COMMITTEE

This is an innovation of recent years, and is an attempt to co-ordinate the salaries paid by the different committees, to prevent an excessive amount being granted in one instance, and at the same time to prevent injustice in another. The task is far from an easy one, as there are no standard rates for many of the jobs performed by the staff, and job analysis is too recent an innovation in English commercial life to expect it even to have been heard of in a city council. To arrive at an equitable salary for the various posts under the Corporation would require a great deal more detailed investigation of the work performed and the qualities required than has yet been given to it. Nevertheless, this Committee will play an increasingly useful part in the work of the Corporation. The tendency is for the different committees to work in little self-contained compartments, and a committee of this kind enables inter-departmental changes and promotions to be made that are to the advantage of the staff and the work of the Corporation.

The salaries of the higher officials are not high, and the method of giving advances is often far from satisfactory. It is not always easy for a City Councillor, who is giving many hours of his leisure time to public work, to vote increases in the salary of an official who is often getting a much larger income than himself.

The position of pensions is most unsatisfactory. Teachers, Police and Asylum officials have pensions, the other officials and employees are without them. The recommendation to adopt an optional Act recently passed was brought before the Council, but it was rejected on the ground of expense. When Parliament has the

courage to make it compulsory, this difficulty will be removed.

STORES COMMITTEE

This is another recent development and is an attempt to co-ordinate the purchases of the Corporation. Before it was started, the different committees were in some cases purchasing the same stores. This has now been stopped, but the stage has not yet been reached when one department specialises on purchasing and buys all the stores on requisition from the other committees. In a modern business of the size of York Corporation all purchases would be made from one office, and there would appear to be no reason why the Corporation should be behind good practice in this respect.

RATING AND VALUATION COMMITTEE

The Rating and Valuation Committee, as the successor of the Overseers, is responsible for the collection of the rates and the valuation of the City. In future this valuation will have to be done every five years. It costs 1 per cent. to collect the rate, whilst the bad debts in 1926 amounted to a further 1 per cent.

The work is considerable ; as many as 18,000 demand notes have to be served each half year, the money collected, and proceedings taken against those who do not pay. The recent Act allows discount to be given for prompt payment up to $2\frac{1}{2}$ per cent.

Owners of property, the rent of which is payable at intervals shorter than quarterly, may now compound with the Corporation and pay the rates for the tenants at a reduction of 15 per cent. if they take the risk of the

property being empty, or 7½ per cent. if they only pay on property that is let.

An old duty of the Overseers was that of the upkeep of the disused graveyards, of which there are several in the City, with its numerous old parish churches.

ASSESSMENT COMMITTEE

This new committee will take over the important duty, previously carried out by the Assessment Committee of the Board of Guardians, of hearing appeals from ratepayers against the assessment of the Rating and Valuation Committee. The Clerk to the Guardians, who acted as the executive officer of this committee under the Guardians, continues to act in this capacity under the Corporation.

COMMERCIAL DEVELOPMENT

In January, 1907, a special Committee was appointed to consider the question of the establishment of new industries, with power to confer with the York Chamber of Trade, the North Eastern Railway Company, and others interested in the development of the trade and commerce of the City.

The Committee consists of eight Council members with a number of co-opted persons representative of various business interests. It has issued several pamphlets on the City as a commercial or industrial centre, and during the last few years has been responsible jointly with the Chamber of Trade and with the co-operation of the London and North Eastern Railway Company, for the issue of a series of pictorial posters, which have been exhibited in many parts of the world. These have

attracted much attention from both artists and business men, and they have undoubtedly done much to advertise the City to visitors.

A register of sites available and the facilities offered is kept at the City Engineer's office, and inquiries as to possibilities of development receive careful attention.

GUARDIANS

The Guardians have separate finance and collecting committees for both the Joint and Out-relief Unions.

THE NET COST OF THE FINANCE AND THE GENERAL ADMINISTRATION OF THE CITY FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT, WAS:

	Borne by Rate.	Government Grant.	Total.
CORPORATION:	£	£	£
Lord Mayor, Sword and Mace Bearer	350	—	350
Mansion House	1,855	—	1,855
Guildhall	1,034	—	1,034
Registration of Electors	793	894	1,687
Elections	331	—	331
Administration	7,081	52	7,133
Interest and Commission	594	—	594
Commercial Development	126	—	126
	12,164	946	13,110
OVERSEERS	3,047	—	3,047
GUARDIANS:			
Elections	163	—	163
Assessment	484	—	484
General Administration	3,421	1,374	4,795
	4,068	1,374	5,442
Total	19,279	2,320	21,599

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IV
EDUCATION

"Gie us a gud skulemaster and nobbut a moderate parson would do."

North Country Saying.

"A great change has come over the educational scene in England during the past thirty years. English Education was a jungle. It is now a park."

Sir Michael Sadler.

Chapter IV

EDUCATION

History—Alcuin—Reformation—National and British Schools—Adult Education—School Boards—Twentieth Century. Organisation and Administration—Sub-Committees—Board of Education—School Medical Service. Schools—New Developments—Cost. Statistics—Bibliography.

Committee.	Members.	Executive Officer.
Education.	14	Secretary for Education.

YORK has a long tradition of learning. St. Peter's School was over a century old when its famous son, Alcuin, was summoned to Charlemagne's court to take up an international headmastership. The "streams of teaching," with which York's early Archbishop-Schoolmaster "moistened the thirsting hearts" of Alcuin and his schoolfellows, may sometimes have trickled rather thin through the long centuries, but to-day the streams run strong.

The Reformation threw up keen schoolmasters; a protestant archbishop under Henry VIII endowed Archbishop Holgate's grammar school in the city to teach "godly learning freely." Up till the end of the World War this school filled the proud position of serving as sole municipal secondary boys' school for free scholars and pupil teachers.

At the end of the seventeenth century, Roman Catholic sisters founded St. Mary's Convent School on its present site. Through a century of persecution they kept their lamp burning, and they still give to boarders and

day-scholars an education fitted to daughters of the old faith.

The eighteenth century had no use for a general working-class education. Even Hannah More, its great light, only allowed in her schools on week-days "such coarse works as may fit them for servants." This idea of industry clothed in charity produced in York the Blue Coat School for boys and the Grey Coat School for girls. Both schools are entering on their third century, still relying on industry and charity, but with a more generous trust in education.

Of the two Friends' boarding schools—Bootham and The Mount—the boys' has already kept and the girls' will shortly keep its centenary. While the percentage of York pupils is small, these schools have left their mark on methods of teaching. Bootham was a pioneer among public schools in giving science free play both in the curriculum and the leisure hours.

Elmfield College, the Primitive Methodist Boys' Boarding School, dates from 1865, a great year for secondary schools. The York College for Girls, managed by the Church Schools Company, belongs to the twentieth century in origin and method. It fills a gap left by the closing of the nineteenth century High School for Girls.

Lulled by its teaching tradition, York rested well content till the awakening of Victoria's age. At her accession, the two grammar schools had ebbed away to less than 100 pupils between them. The endowments had swelled to a sum which, together with other available charities, would have "provided adequate instruction for every poor child in the city." The actual picture was quite different. Barely two-thirds of the children

were taught at all, either in day or Sunday schools. A few poor children were taken free at such charity schools as the Haughton, Lady Hewley's, Dorothy Wilson's or Dodsworth's. These foundations, with other endowed schools where part fees were charged, educated half the scholars. For the well-to-do there were plenty of private schools, chiefly outside York, where girls were sent to learn deportment and accomplishments. At the other end of the scale—for the child with two-pence per week—there was the dame school immortalised by Crabbe and Shenstone:

> "There dwells, in lowly shed and mean attire,
> A matron old, whom we schoolmistress name,
> Who boasts unruly brats with birch to tame."

Dire necessity was the training college in which the poor old dame had qualified, and her teaching was as deplorable as her garret classroom. For an extra copper or two to cover sums and writing, a pupil might be promoted to the Common Day School, but the equipment seemed meagre to a fair eye-witness. "The Bible (or bits of it) is the only reading-book; the alphabet is learned amidst much flagellation and many tears." Instead of the "three R's" of the following stage of education, this period might lay claim to the "two B's," the Bible and the birch.

But a new order was already penetrating the dark places of the city owing to the rise of the National Society and the British and Foreign Schools Society. Ten years earlier a house-to-house school attendance canvass had been undertaken by local Quakers and other enlightened men, who dreaded widespread ignorance more than the spread of knowledge. The crying needs laid bare by the canvass led to the opening in 1828

of Hope Street British School, which under a sterling master, whose name is still honoured in a local scholarship, did splendid work for the boys of Walmgate until it was closed to make room for the Board Schools. St. Cuthbert's Church School, founded in 1832, did a like service for Layerthorpe, and still survives as Bilton Street School.

By 1837, York had five National and three British Schools, teaching nearly 1,000 children. These schools spread, and were reinforced by the voluntary efforts of the other churches, until, at the passing of the Education Act of 1870, the returns for York included 10 National and 6 other Church of England Schools, 4 Roman Catholic, 3 large Wesleyan, 3 British, 2 Independent and one Dame School, boldly returned as such, whilst half a dozen other little schools of this class styled themselves Private Schools. Altogether these schools were responsible for some five thousand children.

Another interesting chapter in the history of education—that of the self-education of the older worker—opened in 1827 with the founding of the York Institute, backed by some of the most distinguished citizens. Out of it sprang not merely lecture courses on all manner of subjects, popular and advanced, but also a Friendly Society and a Newsroom; and finally an Art School and a Library, which grew into the present civic institutions. The Institute building of 1884 will function, now that the new Library building is finished, as the first civic Technical School.

An agency akin to the Institute was at work in the Adult School movement, which flourished in York in some half-a-dozen centres in the latter half of the nineteenth century, and is still active to-day.

THE BLIND SCHOOL
(The Palace of the Stuart Kings)

FULFORD OPEN-AIR SCHOOL

More advanced work has been done on these lines through the Workers' Educational Association, which has formed vigorous and persistent groups in the city, and finds a local habitation for some of its tutorial classes in the York Education Settlement in St. Mary's, founded in 1909. This Settlement offers opportunities for work on many lines, and aims at providing " a social centre for adult education."

For more than a century York has been the home of the Wilberforce School for the Blind, housed in the historic Palace of the Stuart Kings. This is an institution which provides not only education for the young, but also training and employment in basketwork, woodwork and kindred arts for the adult, and in many ways looks after their comfort and cultural needs.

The School of Art, now occupying part of the Exhibition Buildings, was founded by the famous painter, William Etty, and has had a long and honourable history. Of late it has specialised in various artistic crafts. Some twenty years ago it absorbed the Art School, carried on in connection with the York Institute.

Situated alongside Archbishop Holgate's School in Lord Mayor's Walk is St. John's College, a training college for elementary teachers in connection with the Church of England.

For some years too, Manchester College established by Unitarians, and now in Oxford, had its home in York.

The Act of 1870 found York with far too many poor, small schools. For eighteen years the school managers staved off a school board by extensions and plans for improvement, but, in 1889, the shortage had become so acute as to call the first Board into existence. At the outset of its career, an ex-Cabinet Minister, referring to

the lack of free choice, the number of low-grade schools, the high fees and the unhealthy schoolrooms, said publicly that it was an "educational misfortune for a child to be born in York." For thirteen years the members of the School Board set themselves to remove this reproach. They were so far successful that, when their work was taken over by a committee of the City Council in 1903, six fine board schools, to hold 7,000 children, had been built or planned and fifteen Church of England schools had been brought up to date. These with three Roman Catholic schools and one Wesleyan, provided for an average of 12,000 elementary scholars. (In 1915 the attendance reached a record of 14,500; it has now dropped again to 12,000).

If an outburst of new schools is the memorial of the School Board, the twentieth century committee has spent more time over the child's work and play. The abolition at the turn of the century of "payment by results" marked the epoch-making discovery by the Education Department that brains are not the only, nor indeed the first, object of education. The sure road to the brain is through the body, and the heart must be won too, if it is a question of making men, not machines. So lessons began at the other end with the finger-tips—handwork and sense training for the infants, cookery for the girls, woodwork for the boys. Centres for woodwork and housewifery were established in all the new schools, and a good house was adapted in 1913 as a domestic science centre for the schools lacking this provision. This also gives scope for a more comprehensive course for the older girls.

Then came the problem of keeping the child fit for his work. York has administered free meals for the

needy, carefully and thoroughly, and once called forth a reprimand from a hard-hearted auditor because hungry children were fed during holidays.

Next the School Doctor was called in, and the city took full advantage of him and his findings, setting up a School Clinic to remedy minor troubles of eyes, teeth and skin, the year after medical inspection had brought them to light, and ten years in advance of compulsory treatment.

A special school for boys unable to keep pace in the elementary school was opened in 1911. The War postponed for ten years the provision of similar facilities for girls. The same large grounds on the edge of the city provide an Open-air School, which has for six years done good work in arresting disease contracted in the crowded home or unsavoury slum.

A devoted teaching staff have helped on the physical training and the team spirit through the Schools Athletic Association, with its inter-school games and sports and swimming ; through vigorous old scholars' associations, and also through the play-centre and the school camp.

The first municipal secondary school, Queen Anne's School for Girls, was opened in 1910 in harmonious buildings with a nucleus of pupil teachers. After three extensions its resources were strained to the utmost to cope with the post-war rush of secondary pupils. This led to the purchase of two pleasant mansions south of the river, and in 1920 Mill Mount was opened as a Girls' Secondary School and Nunthorpe as a Boys'. All three are well justifying their existence. They are fed by the maximum number of elementary scholars, and are linked by leaving scholarships with the University of Leeds.

Organisation and Administration

The York Education Committee is a creature of statute. The Education Acts require that such a committee shall be set up in each area of local government according to a local scheme to be approved by the Board of Education. The York scheme provides for a Committee of twenty-two members, of whom fifteen are Council members and seven are co-opted. The co-opted members are chosen as follows: four by the Council members of the Committee, and one each by the Church of England, the Nonconformists and the Roman Catholics to represent the interests of their respective schools. At least two members of the Committee must be women.

To this Committee all educational business stands by statute referred, and the Council, before acting in any such matters, must, except in emergencies, first receive and consider a report of the Committee. The Council may, if it thinks fit, delegate to the Committee all or any of its educational powers, except those of borrowing money and levying a rate; and where this is done the Committee becomes practically independent in matters of routine administration, so long as it does not exceed its estimates. In York, however, nothing has been delegated; the Committee reports all its doings every month to the Council for confirmation, and until this is obtained it has no power to act.

The Education Committee, like the Council itself, functions chiefly through sub-committees. These are at present:

Elementary Education (thirteen members).—Deals with the general management of elementary schools including

the school medical service, but not including the staff and structure.

Higher Education and Governors of Secondary Schools (nine members).—Deals with the secondary schools and their staffs.

Further Education (nine members).—Is concerned with evening schools, technical education, schools of art and crafts, day school of commerce, etc.

Staffing (nine members).—Handles the appointment, conditions of service, etc., of the elementary staffs.

Sites and Buildings (nine members).—Is responsible for the structure and permanent equipment of the schools of the city.

Juvenile Employment.—Administers the Juvenile Employment Bureau. This committee is set up under a special scheme, and includes a large number of co-opted members representing employers, labour organisations, etc. It works in close co-operation with the Employment Exchange of the Ministry of Labour, and administers unemployment benefit as regards its juveniles.

School Attendance.—This is a rota of all the members. Its business is to enforce school attendance according to law.

The machinery of administration is thus complicated and cumbersome, and makes heavy demands on the time and energy of the members of the Committee. Proposals originate usually in a sub-committee. They must then pass the full Committee and the Council before they can be carried out, with possibilities of delay at each step; and if they involve new building or the raising of a loan, the sanction of a Government Department is required as well. Much of this delay is an inevitable consequence of the existing system, but it might be made less than it is.

1. The Council might well delegate to the Committee the power of final decision in matters not of the first importance, in which the opinion of the Committee fully conversant with details is more likely to be right than that of the Council. For instance, the Council might reasonably insist on having the last word as to the number and quality of the teaching staff in the various schools, but the actual appointment of individual teachers to the posts thus sanctioned should certainly be left to the Committee. The Council never shows to worse advantage than when it is discussing the appointment of a teacher.

2. The Committee itself would do well to lighten its burdens by trusting its executive staff more than it does. It is for the Committee to lay down rules, to decide questions of policy ; it is for the paid executive to carry them into effect. The innumerable small details which come up for Committee decision, and are apt to raise discussion in sub-Committee, Committee and Council, involve a serious and quite unnecessary waste of time and energy. The members are overworked, and the knowledge and skill of the executive staff is not fully utilised.

The Committee and the Board

Something must be said of the relations between the Local Education Authorities and the Board of Education in Whitehall. The Board finds half of the expenditure of the local authority : it pays a percentage of the cost of the different educational services, so far as it finds that the services are required, are efficient, and are not excessively expensive. The Board can thus bring an Education Committee to a standstill by withdrawing grant, and it might be concluded therefore that local Committees were in effect mere servants for carrying out

the orders of the central government. In reality this is not so. The Board often indicates what ought to be done, but it does not frame a detailed scheme: that the local Authority must do itself, and obtain the Board's approval of it. In the schools the Board requires that the teaching should be a sound and well-balanced whole, but it does not dictate a syllabus or curriculum. It does not insist that the same subjects should be taught in all schools: still less that the same time should be given to them.

An instance or two may make the position clearer. When in 1920 the York Committee decided to extend the Secondary School accommodation, the Board merely concurred in thinking it desirable. It was the Committee that decided to open separate schools for boys and girls instead of a single mixed school. It was the Committee that found and bought Mill Mount and Nunthorpe Court. The Board approved them as suitable for secondary schools and sanctioned the necessary loans: the Committee furnished the schools, appointed the staff and set them going.

Again, the Board in 1926 reached the stage of pressing the Committee to provide advanced instruction for older elementary scholars. But it did not insist on its being done: it said: "We think you are wasting money on your present arrangements, and, if you do not do something for the older scholars, we shall reduce your grant." How the advanced instruction was to be provided the Board did not prescribe. The Committee had to decide whether to establish advanced classes in existing schools, or universal senior schools, or selective central or higher grade schools. The Board had to approve the choice of scheme, but the scheme was the scheme of the Education Committee.

Thus, in spite of the controlling interest of the Board, there is a real originating power left to the local authority.

The distribution of cost between local and national finance in the year 1926 is shown in the figures at the end of the chapter.

School Medical Service

The Education Committee, besides its primary work of maintaining schools, has acquired subordinate functions which are not strictly educational. The most important of these is the School Medical Service, which might more logically be regarded as part of the Health work of the Corporation, and be managed by the Health Committee. Parliament however has imposed this duty upon the Education Committee. The necessary co-operation with the Health Committee is secured by appointing the Medical Officer of Health to be also School Medical Officer, and little or no practical difficulty ensues from the division of responsibility for health between the Education Committee, which looks after children of school age, and the Health Committee, which is concerned with everyone else.

The School Medical Service has two branches: the first (and older) consists of the Medical Inspection of school children. All children are medically inspected thrice during their school career. The facts are noted and indexed, and advice and warnings given, where necessary, to teacher or to parent. The result has been a most gratifying decline within the last twenty years in the amount of preventible disease in the schools, and particularly of the diseases associated with uncleanliness.

It was, however, found that it was necessary to go a step further, and not merely to point out diseases and

defects that called for remedy or treatment, but to provide cheap and accessible means of securing what was needed, and this constitutes the second branch. Accordingly a school clinic has been established at which minor diseases and defects, mainly of eyes, nose and ears, are treated. Defective sight is dealt with by a skilled oculist, and spectacles provided at a small charge, and a dental clinic deals with the all too common defective teeth.

The Education Committee is also charged with a duty, which is partly educational and partly industrial, of finding employment for young persons under eighteen, and administering their unemployment benefit. A recent decision of the Government puts this work entirely under the Ministry of Labour, but does not necessarily alter the local administration. It may be an anomaly that the Education Committee should be concerned with this work, but, in the case of juveniles, educational considerations are at least as important as industrial.

A third border-line duty is that of feeding necessitous school-children, who, by reason of under-feeding, are unable to take full advantage of their schooling. The scope of the work varies especially, of course, according to the changing state of trade and employment. Breakfasts and mid-day dinners are provided in various centres in the poorer districts of the city at a very low cost per head. The work of supervision is mainly done by the voluntary work of teachers. Though this is in no sense an educational work, there is obvious practical convenience in feeding children of school age in connection with their schools.

The Education Committee and also the Magistrates send children in suitable cases to Industrial and Reformatory Schools, and special institutions for the blind, deaf,

defective, epileptic, etc., and the Committee has the duty of visiting them and looking after their welfare.

The number of industrial and reformatory cases is declining with gratifying rapidity.

The Schools

Enough has been said of finance and administration. Let us now look at the schools themselves. Like most English institutions they are a growth rather than a logical organism, and bear marks of their earlier history upon them. The "elementary" schools have grown out of schools for teaching the elements of learning to young children who left school for labour at 10 or 11. The age of exemption and the standard of education have been raised by successive stages, but it is only now that the long overdue differentiation into junior and senior schools is being made. The secondary schools again began not as institutions for the higher education of selected elementary scholars, but as places for the whole education, from beginning to end, of the middle class; and they still show traces of their original purpose. In spite of the increasing extent to which elementary scholars now go to secondary schools by means of scholarships and free places, there is still a deep administrative gulf between elementary and secondary schools. Their teachers are differently trained, qualified and paid: the schools are administered under different codes and regulations of the Board: and government grants are assessed and paid under different principles. The reasons for this differentiation spring from the different histories of the two classes of school, but they are rapidly losing weight. A closer co-ordination between the two classes is much to be desired, and must come before long.

There are three points to be kept in mind in considering the quality and achievements of the elementary schools.

Firstly, they provide the only full-time education for nine-tenths of our children : (there are more than 12,000 elementary scholars in York). Secondly, there is no power of selection : every child is compelled by law to go to school, and the Head Teacher has practically no right to exclude ; he must take all those who come and make the best of them ; and thirdly, the classes are very large, generally forty or fifty to a teacher as against twenty-five to thirty in the secondary schools.

The central control of these schools is exercised by district officials of the Board of Education, called His Majesty's Inspectors. They visit schools at any time, without previous notice ; inspect the school records ; listen to the teaching ; examine the children so far as they think fit ; and finally write a general report on the school, which is sent by the Board to the Local Authority and the managers and must be entered by the Head Teacher in the school log-book. Their control is exercised far more by advice and suggestion than by the giving of orders. An elementary teacher seldom sees any school but his own, whereas the Inspector, though he has less practical knowledge of teaching, has an intimate acquaintance with all the schools of his district.

In every elementary school the first period of the morning is given to religious instruction, and with this the Board and H.M. Inspectors have nothing to do. In Council Schools this instruction is undenominational, and is given according to a syllabus sanctioned by the Local Authority. In "voluntary" or non-provided schools it is denominational. Any scholar may be withdrawn from the religious instruction without suffering

any other disability, but this privilege is in practice exercised very rarely indeed.

The elementary teachers, in the main, are themselves the products of the elementary school. After passing an examination, they go on to a secondary school and thence for two or three years to a Training College or a teacher's training department of some University, where they receive a general education combined with training in scholastic method and practice in actual teaching in schools. Finally, they take a government examination leading to the Teachers' Certificate. Salaries are governed by an award of Lord Burnham, and vary in different parts of the country. In York and the West Riding the scales for college trained certificated assistants are :

	Minimum.	Yearly Increment.	Maximum.
Men ..	£180	£12	£366
Women ..	£162	£9	£288

The Board of Education prescribes maximum and minimum standards of staffing, but within these limits the Local Authority settles the staff of each school. The actual appointments are made in Council schools by the Local Authority, in voluntary schools by the Managers.

Elementary schools have changed enormously in the last quarter century. There is far less formalism and far more vitality in the teaching than there used to be, and much more is done to develop the individuality and the reasoning powers of the scholar. Further, the education is much less exclusively bookish. All sorts of handicrafts find their place—paper work and raffia work in the infant departments : wood and metal work and practical science for boys, and various domestic sciences for girls. Physical exercises and games are encouraged, and the Schools Athletic Association, managed by teachers, organises

competitions in football, net-ball, rounders and athletic sports.

The new scheme of Higher Grade Elementary Schools which has just been brought into being in York involves an examination at the age of 11-12 of all the suitable children in the schools. Those highest on the list are offered scholarships at secondary schools ; for the second grade there are Higher Grade places available ; for the rest are the senior schools or classes. There are thus in York twelve schools for infants up to age of 7 or 8 ; six junior schools where the education will cease at 11-12, and the pupil proceed either to a secondary or a higher grade or a senior school ; eleven senior schools, where those who do not win places elsewhere may stay for the rest of their school life ; six higher grade schools ; and six schools are left over for classification when the actual working of the scheme is seen.

The Higher Grade Schools—which correspond to the " Central Schools " common in other large towns—are intended to meet the requirements of the Education Act, 1921, by giving advanced instruction to the older and more intelligent scholars, and especially to those who are prepared to stay at school beyond the age of 14. The size of the classes is limited to forty ; a foreign language is taught ; there is a liberal provision of science and hand-work, and a fourth-year course is organised for those who will stay on voluntarily to 15. If these schools develop as they should, they may offer to many boys and girls a more suitable type of education than the more literary and professional training of the secondary school.

Alongside the ordinary elementary schools, there are Special Schools for those who fall out in the race. These are situated at Fulford Field House in a pleasant open

locality, and consist of an Open-Air School for physically defective children, and a separate institution for educable mentally defectives. Both are under the constant supervision of the School Medical Officer. The children attend for the whole day and their mid-day meals are provided at a nominal cost. The improvement in health which usually follows a period in the Open-Air School is very gratifying.

The Secondary Schools of York available for the successful candidates in the scholarship examination consist firstly of Archbishop Holgate's School, an old foundation, now largely supported by the City, and Nunthorpe School, founded in 1921. These are for boys. For girls there are Queen Anne's School, developed out of a pupil teachers' training centre, and Mill Mount School. Together they accommodate over 1,000 pupils, about half of them scholarship holders, either from the City or from the country round, and the rest fee payers. In addition, there are a few vacancies for scholarship holders at St. Peter's School (on the governing board of which the City has representation), Bootham School and Elmfield. The scholarship holders enter at the age of 11-12. There is a four years' course leading up to a first school examination about 16. Beyond this there are advanced courses of two years with a further examination, making possible access to a University. The ordinary scholarship carries exemption from school fees only, but maintenance grants are now being made in considerable numbers to those who need further financial help.

The needs of those who leave school at 14 to go into employment are not altogether forgotten. The Evening and Technical Schools of York provide a further education for nearly 2,000 pupils. They consist of evening

schools, meeting in day-school buildings from 7 to 9 p.m. and staffed mainly by day-school teachers, where the subjects of ordinary education are continued, and a beginning is made with such subjects as type-writing, shorthand, book-keeping and modern languages. There are also technical classes in the evening in engineering, the building trades, etc.; there is a flourishing Day School of Commerce, and a School of Arts and Crafts, housed in the Exhibition Buildings, which has had a long and honourable history.

THE NET COST OF EDUCATION IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
	£	£	£
Administration..	4,165	1,806	5,971
Elementary Schools	56,231	71,800	128,031
Secondary Schools	8,768	9,818	18,586
Evening Schools	1,165	1,165	2,330
Technical Classes, etc. ..	3,098	3,098	6,196
Scholarships	2,510	1,798	4,308
Schools for Blind, Deaf, Defectives and Epileptics	3,158	2,829	5,987
Industrial Schools	505	—	505
Evening Play Centres, etc. ..	243	307	550
*Provision of Meals	416	415	831
*Medical Inspection	1,914	1,915	3,829
Juvenile Employment	235	236	471
*Classes for Unemployed and Unemployed Insurance (Administration)	—	286	286
	£82,408	£95,473	£177,881

* These items might be classified under Health and Alleviation of Destitution.

Cost per School Place

Building and Equipment

	£ s. d.
Elementary Schools	14 19 9
Mentally Defective School	27 10 6
Physically Defective School	35 13 9
Secondary Schools	55 13 2

Net Cost per Unit of Average Attendance

Year ending March 31st, 1926

	Before deducting Grant.	After deducting Grant.
	£ s. d.	£ s. d.
Elementary ..	13 7 1	6 2 4
Secondary	30 10 9	10 12 6

Comparison between the Cost of Elementary Education per Child in York and the County Boroughs of England and Wales for the Year ending 1924-25.

Net Expenditure per child on	York	County Boroughs, England and Wales
	s. d.	s. d.
Salaries of teachers	194 8	163 10
Loan Charges	13 3	11 4
Administration	7 5	8 9
Other Expenditure ..	33 0	31 10
Special Services	19 8	13 2
Total ..	268 0	228 11

The cost of teachers' salaries depends to a large extent upon the Burnham Scale adopted in the town.

The highest expenditure per child is at Eastbourne, where it is 309s. 10d., whilst the lowest is at Dudley, where it is only 177s.

COMPARISON BETWEEN THE TEACHING STAFF IN YORK AND THE COUNTY BOROUGHS IN ENGLAND AND WALES FOR THE YEAR 1925-26

Teachers in Elementary Schools	York	County Boroughs, England and Wales
	Per cent.	Per cent.
College Trained	52·6	65·4
Certificated	27·6	20·4
Uncertificated	16·9	13·0
Supplementary	2·9	1·2
	100·0	100·0
Teachers per 1,000 Pupils in average attendance		
Certificated. Head		
Men	1·7	1·5
Women	3·2	2·5
Certificated Assistants		
Men	6·0	5·6
Women	15·6	16·1
Uncertificated		
Men	·1	·3
Women	5·5	3·6
Supplementary		
Women	·9	·3
	33·0	29·9

SCHOOL ATTENDANCE

Number of Children on Register in Schools under York Education Authority in 1927.

Elementary (under 5)	680
„ (between 5 and 14)	10,734
„ (over 14)	468
	11,882
Secondary	831
Day School of Commerce	116
School of Arts and Crafts	205
Deaf and Blind or Residential	29
Industrial	14
Evening and Technical	2,160

Total Number of York Persons attending Educational Institutions.
(1921 *Census*)

	Whole Time		Part Time	
	Male	Female	Male	Female
0– 4 ..	368	314	26	24
5– 9 ..	3,392	3,241	48	49
10–14 ..	3,576	3,305	45	47
15–19 ..	442	402	56	63
20–24 ..	105	21	2	2
25 and over	34	21	3	—
	7,917	7,304	180	185

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Occasional

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Statistics, etc., General, Medical, Elementary Education, Secondary Schools, State Science, etc., Scholarships and Examinations, Training and Examination of Teachers, Special Reports.

H.M. Stationery Office.

PROCEEDINGS

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" " " Mistresses.
" " Assistant Masters.
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V

PUBLIC HEALTH

"*vij die Maij anno iiij^to^* R. R. *Edw. vj^ti^.*

"*It was agreyd that all wardens in ther wardes shall generally take suche ordre for savegard of this citie, that all those whiche be, or hereafter shallbe, infectyd with the plaige, shall kepe their owen howses, and to be preparyed for accordynglie. And if it forton any of them uppon great necessite to go abrode, then such as dothe goo abrode, shall have a white Rodd in ther hands thentent they may be knowen; and that every howse that is infectyd shall have Rede Crosse sat uppon the Dower; and that also that suche as departith uppon the plaige shall be buryed uppon the day, and not uppon the nyght; and further, when any person is departyd, that ymmediatlie before the corse shalbe hadd to the buryall, the bell shalbe knylled unto the corse be burried; and further, that no Dogges go abrode in this citie uppon payn to forfait for every dogg that goith abrode vj^s^. viij^d^.*"

Extract from "House Book of the Corporation."

Chapter V

PUBLIC HEALTH

The Prevention of Disease

Health Committee—Retrospect—Sanitary Inspectors. Clinics—Tuberculosis—Maternity—Children—V.D. Notification of Births—Midwives—Disinfection. Sewerage—Refuse. Health Work of Guardians—Insurance Committee—Vital Statistics—Future—Comparative Mortality from Epidemic Diseases.

Committee.	Members.	Executive Officer.
Corporation:		
Health.	16	The Medical Officer of Health. The Chief Sanitary Inspector.
Mental Hospital.	10	The Medical Superintendent.
Mental Deficiency.	10	The Medical Superintendent.
Housing.	10	The City Surveyor.
Streets and Buildings (Part).	16	The City Surveyor.
Guardians:		
House.	18	The Clerk to the Guardians.
York Out-Relief Union.	40	The Clerk to the Guardians.
Asylum Visiting.	10	The Clerk to the Guardians.
York Insurance Committee.	21	The Clerk to the Committee.

THE important function of public health undertaken by the Corporation is directed by the Health, Mental Hospital, Mental Deficiency, and Housing Committees. The Streets and Buildings Committee, in addition to its work in connection with highways, deals with sewerage and the collection and disposal of house and trade refuse.

The Housing Committee is primarily a house-building committee. It is, however, rapidly becoming the administrator of a very large property with a considerable revenue; but eventually, when the different housing

schemes are completed, the houses should be transferred to the Estates Committee to be administered with the other Corporation property.

There is a certain amount of overlapping with the Poor Law Authorities, as for many years an important part of the work of the Guardians has been the provision of an Infirmary and free medical attendance.

The Insurance Acts of recent years are administered by a new composite committee upon which the Corporation has representation, but which is independent of it.

The Health work of the Corporation is mainly preventive, such as the provision of an adequate drainage system, the inspection of food offered for sale and of the buildings in which it is prepared or stored.*

This has been followed by an increasing amount of remedial work, provision of hospitals and clinics to alleviate suffering and to cure the ills of suffering humanity.

HEALTH COMMITTEE

The Health Committee, with these responsibilities for the health of the community and the prevention of disease, has a highly trained executive staff to carry out its many duties. Its chief executive officers are the Medical Officer of Health and the Chief Sanitary Inspector.

Few people to-day can imagine the indescribably filthy and insanitary conditions of the poorest parts of our towns and cities, even in the lifetime of some still living. Thanks mainly to the untiring efforts of Edwin Chadwick, the new Poor Law Commissioners, ninety years ago, pointed out that the condition of the poor was bound up with the insanitary condition of the towns.

* Property may be inspected and put into a sanitary condition at the owner's expense.

It was clear that the serious and frequent epidemics were one of the main causes of pauperism. As a result Parliament ordered the Commissioners to inquire into and issue a report on the sanitary conditions of the country. The report of 1842 made a deep impression on public opinion, and from its appearance may be dated the series of acts for the improvement of the public health. Another Parliamentary Commission reported in 1844 and 1845. York was described in its reports by Dr. Laycock, who says :

" The causes of the unhealthiness of York as compared with the country have in some degree been indicated. Bad sewage and drainage, bad water, bad air, not only from the decomposition of refuse, animal and vegetable matter, but from the crowding of the artisan class into a confined space. In addition to these noxious agencies, their employments and their workshops are often unhealthy. Sickness makes them poor, and their food and clothing are consequently scanty. The City is divided into wards and parishes, and in these, good streets, bad streets, open thoroughfares and gardens, and densely populated, badly ventilated courts are closely intermingled."

A new cemetery had just been formed by a private company, but interments were still being made in the old parish churchyards within the City walls. Of these Dr. Laycock writes :

" The state of the parochial burial-grounds of York must have a considerable and noxious influence on the atmosphere within the churches, and on that of the city generally, and on the water. The greater number of these grounds are of extreme antiquity, and must have been buried over very often. That of St. Michael, Spurriergate (now closed), is at least three feet above the

floor of the church. A few years ago the ground of St. Helen, Stonegate, was raised three feet by fresh soil in consequence of the number of bodies placed there. York having now an excellent cemetery, a strong feeling is very generally expressed against the continued use of these grounds for the purposes of interment. Graves are dug in the public thoroughfares and putrescent human remains exposed. Nor is it an uncommon circumstance to see bones lying about. The analysis of the water from wells near St. Cuthbert's and St. Sampson's churchyards, shows that the wells are tainted by the drainage from these burying grounds, and there can be no doubt that the air is also polluted, not only by the direct emanation, but as well from the drainage from the bodies into the public sewers. Indeed, individuals have stated that they perceive the stench as they pass along the street."

Unfiltered water was still the only supply available. Of this he says :

"Water is supplied to the City from wells and cisterns, but principally for all purposes from the River Ouse by a company first established in 1677, and subsequently by Act of Parliament. The poor in the neighbourhood of the rivers get their water from thence, otherwise the water-works company have a monopoly of the supply of river-water to the City. Filters are used in private houses of the middle and higher classes, but not often by the poor, who complain of the muddy state of the water."

In the following years the Health Acts of 1848 and 1858 were passed, whilst a Royal Commission in 1871 resulted in the great consolidating Public Health Act of 1875.

About the year 1874 the question of the provision of water-closets began to exercise the minds of the members of the Council, and one worthy Alderman remarked, on the adoption of the minutes of the Urban Sanitary Committee, " that it was with regret that he learned (from the report) of the great multiplication of water-closets. He could not help remarking that he regarded the system of water-closets as a great national blunder." A Councillor followed with the suggestion that the whole system of water-closets " was a blunder and would have to be undone." An Alderman finished the debate by saying that " the Committee was directed to the necessity of erecting as few water-closets as possible." Fortunately, however, this did not represent the views of the majority of the Council, although for some years progress was slow.

A report presented in 1902 showed that 2,454 privies had been converted in the previous thirty years, but since then a further 6,222 have been transformed. The completion of this work was delayed by the war, but it is anticipated that it will be finished by 1929.

The first Medical Officer of Health, Dr. North (who was appointed in 1873), wrote a number of reports in which he pointed out the need for constant care and supervision, showing by statistics the need of proper ventilation, adequate sewer accommodation, and a sufficient water supply. He made several important suggestions :

> The ventilation and systematic flushing of sewers ; the regular and systematic removal, at the public cost, of night soil and other refuse ; the complete abolition of midden privies ; the provision of a Fever Hospital for infectious disease ; the erection

and maintenance of a public slaughter-house; a more strict supervision over food supply, especially milk.

All these have been carried out, with the exception of the erection of a public slaughter-house, which still remains to be done.

Sanitary Inspection

The first Sanitary Inspector was appointed in 1873. Whilst work in the early days was chiefly confined to the abatement of nuisances, a large number of new duties have been added, and the Sanitary Inspection Department now plays a very important part in health matters. The Sanitary Inspector reports direct to the Committee.

If the drains of occupied houses are complained of, they are smoke-tested and the work of reconstruction is supervised by him.

All the drains of new houses are smoke-tested by an Inspector in the City Engineer's Department, and each house is inspected before being passed for occupation.

A large number of tests are also made on drains of older property, and defects are made good at the expense of the owner. A considerable number of reports are received by the Health Department from occupiers of premises where nuisances exist. These are recorded and receive attention.

During the year 1925, the Inspector made 7,314 inspections of property, 2,613 re-inspections, which showed that 1,017 premises required sanitary improvement; 1,434 notices were served on the owners.

In addition to this work the Sanitary Inspector is to-day responsible for the inspection of workshops, bake-houses, and premises where home-work is carried on;

while in 1921 the inspection of factory bakehouses also was transferred from the Factory Inspector to the Sanitary Inspector. Any complaints from the Factory Inspector with respect to the sanitary condition of factories are referred to him. The Sanitary Inspector is also responsible for reporting as to the sufficiency of means of escape in case of fire in factories. There are 403 workshops on the register in York, which are inspected; but it is not a city of outworkers, as only 102 names were received to be reported on during the year 1925.

Smoke nuisances also come under his observation; he reports on common lodging houses, and houses let in lodgings. These in York number fifty-five; but they require a considerable number of visits to see that they are kept up to the requisite standard.

He is also responsible for the inspection of slaughter-houses, cowsheds, dairies, milk shops, ice cream dealers, fried-fish shops and offensive trades. These necessitated over 4,500 visits during the year 1925. There are no less than fifty-two slaughter-houses in the City and thirty-three cowhouses. It is rather surprising to learn that no fewer than 193 cows are still kept within the City boundary.

The increasing attention given in recent years to the inspection of food and the milk supply has made the department a busy and important one. It is the duty of the Sanitary Inspector to carry out the provisions of the various Sale of Food and Drugs, Milk and Dairies Acts, and Milk and Cream regulations. Even wholesale Margarine dealers (though this is not generally known) have to be registered. During 1926, 128 samples of cream and 210 samples of other foods were submitted for analysis and proceedings were taken where deemed necessary.

The passing of the Public Health (Meat) Regulations of 1924 has added enormously to the work of the department, as now practically every animal slaughtered for food in the City is inspected, and any which is found to be unsound is destroyed.

Other animals require attention too. Since 1919 the Inspection Department has been responsible for the destruction of rats and mice, and a rat officer has been appointed whom the Corporation are careful not to offend, having regard to the fate of the children in the ancient city of Hamelin.

The Health Committee is responsible wholly or partly for the following Clinics and treatment centres, which it pays for or subsidises :

Clinics and Treatment Centres

	How supported.	Medical Supervision.
Tuberculosis :		
Tuberculosis Dispensary.	Wholly by Corporation.	Tuberculosis Officer and Assistant T.O.
Maternity :		
York Maternity Hospital. Ante-Natal Clinic.	Corporation and York Dispensary.	A.M.O.H. and R.M.O. (Maternity Hospital), with consultant when necessary.
York Infants Welfare Association. Maternity and Child Welfare Centre, Ante-Natal Clinic.	Subsidised by Corporation.	Three paid Medical Officers part time.
York Dispensary. Ante-Natal Clinic.	Corporation and York Dispensary.	A.M.O.H. and R.M.O. (Maternity Hospital), with consultant when necessary.
Children :		
School Clinic.	Wholly by Corporation.	S.M.O. and two A.S.M.O.'s.
(*a*) General.		A.S.M.O.

CLINICS AND TREATMENT CENTRES—*Children continued*

	How Supported.	Medical Supervision.
(*b*) Miscellaneous Treatment Clinic.		A.S.M.O.
(*c*) Ophthalmic Clinic.		A.S.M.O. and Ophthalmic Specialist (part time).
(*d*) Dental Clinic.		School Dentist (lady).
(*e*) Orthopædic Clinic.		Orthopædic Specialist. Yorkshire Children's Orthopædic Hospital.

VENEREAL DISEASE

Venereal Disease Clinic.	Wholly by Corporation.	V.D. Clinic M.O. and Woman Assistant M.O.

TUBERCULOSIS

The Tuberculosis Dispensary is open five afternoons a week and six forenoons, with the exception of public holidays. Clinics are held on Mondays, Wednesdays and Fridays, from 2.30 to 5 p.m.

On notification, each case is visited by one of the two nurses employed in connection with the Tuberculosis Dispensary. Advice is given by the nurse on precautions necessary to avoid the spread of infection, and on facilities for treatment. Sanitary defects are reported to the Medical Officer of Health, who makes arrangements for disinfection as required.

The Tuberculosis Officer visits the homes of the patients as occasion may demand. Notified cases are examined at the Dispensary or at home, the most suitable form of treatment in each instance is suggested, and the medical practitioners concerned are informed of the Tuberculosis Officer's opinion.

MATERNITY

The work is carried out by the Medical Officer of Health, a woman assistant Medical Officer of Health, a

woman resident doctor at the Maternity Hospital, and the Corporation health visitors. The Infants' Welfare Association, the Dispensary, and the County Hospital work in co-operation with them.

Under the terms of the Maternity and Child Welfare Act of 1918 a Maternity and Child Welfare Committee has been formed, dealing with maternity matters; it consists of eight members of the Corporation Health Committee and four co-opted members.

The York Infants' Welfare Association, a voluntary body subsidised by the Corporation, carries on a School for Mothers, clinics for babies and young children, and an Ante-Natal Clinic. Its superintendent and the Corporation health visitors visit expectant mothers in their homes, and infants and children who are not on a school register. Cases of mothers and infants requiring special treatment are referred to the York Dispensary, the above-named hospitals, or to the V.D. Clinic as required.

The York Corporation employs three health visitors, whose main duty is to give advice to mothers before the birth of the child and until the children reach school age (when they come under the supervision of the school medical service), and also to deal with special cases requiring advice on hygiene and the feeding and care of the children.

The average first visits are 1,500 per year and the average re-visits 5,000 per year.

The work is excellently done and is not costly, and the valuable results fully justify the effort.

Children

In 1908 the Education Committee definitely established a School Clinic, which was one of the first in the

country, with the appointment of a whole-time School Medical Inspector. Since that date the work of the School Clinic and medical inspection in the schools has so developed that every child in York attending a Municipal elementary or secondary school is under medical supervision and care. The School Clinic combines a medical inspection and treatment department, a dental department and an ophthalmic department. Children are first of all examined in school, their defects noted and their parents advised; most of the treatment is carried out at the clinic.

At the present time there is no excuse for any child in the York Municipal schools not receiving medical, surgical, dental, ophthalmic or any other treatment it may require. In order to ensure this in its entirety it is absolutely necessary to have the confidence and co-operation of the parents. This is obtained in all but a small minority of cases in which ignorance, lack of education and recalcitrancy prevail.

Three school nurses and one dental nurse are employed at the School Clinic, under the Education Committee, and assist under professional instruction and supervision in the work of inspection and in assistance to parents in the application of remedies for minor ailments. Children who are found to be suffering from defects are closely "followed up," and frequent visits to the homes are paid by the school nurse with the object of urging the parents to carry out the instructions given them by the School Medical Officer.

The figures show the extent of the work. During 1926 the total number of children medically inspected and scheduled was 4,910; 2,452 children received attention at the treatment clinic; 502 at the ophthalmic

clinic; and 3,183 at the dental clinic. At the general clinic alone nearly 2,000 parents attended and received first-hand advice.

Venereal Diseases

The local facilities for free treatment are at the York County Hospital. Free skilled diagnosis and treatment can there be obtained; beds are provided for those requiring indoor treatment. A woman medical officer attends to those female patients who prefer to see one of their own sex.

Notification of Births

Notification in its many forms plays a real part in the health work of municipalities, and in the case of births provides also statistical information for the Registrar General. It draws attention to the many complaints common to the very young, and further serves as a means not only of getting all the newborn babies registered, but of gaining information as to parentage. This is of great use as the child grows, and when it ultimately becomes a State-insured person it will have a medical history which should be a useful guide in the hands of the medical practitioner when he is called upon to diagnose the complaints of later years.

Midwives

The Health Committee has duties under the Midwives Acts, the work being supervised by the M.O.H. There are no subsidised midwives in the City, and of the thirty-nine certified midwives twenty-four are actively engaged. The Maternity Hospital has one midwife engaged solely on district work—the district sister, who is assisted by one of the pupil midwives from the hospital.

Disinfection

The disinfection and the cleansing of verminous persons, when necessary, is an important part of the work of the Health Committee.

Disinfection of rooms and the fumigation of verminous premises is also carried out. The extent of this work during 1925 is shown by the following figures:

Articles disinfected by the steam disinfector	23,655
Library and other books disinfected	384
Rooms disinfected	1,741
Verminous premises disinfected ..	26

STREETS AND BUILDINGS COMMITTEE

Sewerage

This part of the health service comes under the Streets and Buildings Committee, the executive officer of which is the City Surveyor. Little was done to provide adequate sewers for the City until the local Act of 1825, which directed that City Commissioners should be elected with power to levy a rate for lighting, watching, and improving the City and suburbs. This body was responsible for the health services of the City until they were taken over by the Corporation in 1850.

How indescribably filthy some of the poorer streets were is shown by the evidence given in the Commissioners' Report of 1845, quoted above. In the evidence on York it is stated:

"Previously to an Act of Parliament being obtained which placed the management of the City draining, paving, and lighting under the control of the Commissioners, the drainage throughout was very inefficient,

and although during the last twelve or fifteen years 6,000 yards of drain has been constructed at a cost of £2,000, raised from the City rates, yet much remains to be done to render the sewerage efficient."

These drains were built of brick on vegetable soil of a spongy or boggy nature, and were totally unsuitable for the purpose.

"Inefficient as the sewerage of the City is, it is rendered more so by the fact that back courts and streets and many dwellings have no side drains communicating with the main sewers already formed.

"The houses of the higher classes and all the more respectable houses recently built have water-closets which empty into drains or cesspools. In the newly built ranges of cottage tenements one privy is appropriated to from four to eight, twelve, and even fourteen families. Sometimes, however, there is a privy to each house. The position of the privy is selected evidently without any reference to the health or comfort of the inhabitants. In a new range of cottages in Long Close Lane there may be seen the door of the common privy at each end exactly opposite to the door of a tenement, so situate that it is impossible there can be any ventilation. In Plow's Buildings the privies of the houses are in front. The soil holes are usually open, and run over and flood back courts. In St. John's Place, Haver Lane, during wet weather the privies have to be emptied by buckets into the open channel in the middle of the street. In the Water Lanes there are several houses without privies, so that the inhabitants have to use those of their neighbours by stealth, or go into the street.

"The courts and alleys inhabited by the poorer classes are cleaned by appointed scavengers. The night soil is

retained, giving off its impurities, until a sufficient quantity is accumulated, when it is removed from the yard during the night in barrows (and this is the method used in private houses) and put into the streets. From thence it is carted away to large dunghills within the City. There is an immense heap of this kind at the side of the River Foss, close to Layerthorpe Bridge, and the inhabitants all around complain loudly of the stench. There is another such dung heap behind St. Margaret's Church, which quite pollutes the atmosphere around it. Minor similar heaps are placed (for the convenience of water carriage) in the neighbourhood of the Foss, into which the liquid contents of all are discharged. The night-soil of the City is usually sold to the proprietors of these dunghills, who are manure merchants by trade. Sometimes the inhabitants of a court, having a common privy, sell the soil from the soil-hole, and appropriate the proceeds to the payment of the water rates. In other cases the landlord of the tenements takes the night-soil and in return pays the water rates."

The City Commissioners, however, could do little to change this gruesome state of things. The funds at their disposal for the purpose of carrying out the provisions of the Act were limited to a rate of 6d. in the £ for improvements, and 1s. in the £ for general purposes, and works of any magnitude were therefore obviously impossible.

In May, 1845, a petition was presented to Parliament from the Lord Mayor and citizens. This petition, after recounting the annual sacrifice of human life due to lack of sanitary measures, prays "that the House will at the earliest practicable opportunity take into consideration the propriety of establishing general and efficient measures

and authorities for the administration of judicious sanitary regulations and that this work should be entrusted for execution to authorities possessed of appropriate skill and adequate power, that it should not be confined to localities, but should be as general as the spread of the evil."

A general desire for improved sanitation was, indeed, manifesting itself throughout the country. Experience in the form of Asiatic cholera had taught a severe lesson; and in 1848 the first Public Health Act was passed.

In 1850 the York City Council petitioned that the provisions of the Public Health Act of 1848 be applied to the City. This was granted, and they took over the work of the City Commissioners. Subsequently, on the recommendation of the General Board of Health, Mr. (afterwards Sir Robert) Rawlinson was called in to survey and report on the draining of York. As a result, under the York Drainage and Sanitary Improvement Act of 1853, the Corporation purchased the Foss Navigation from a company for the purpose of executing drainage works in the low-lying and insanitary areas from Blue Bridge to Navigation Road. Sewers were laid in 1856 in Elmwood Street, Melbourne Street, Winterscale Street, Fossgate and Fishergate. Other sewers were laid about the same time, but in many cases there is no record of the size, method of construction, depth or inclination.

It remains to ask what was done with the sewage of the City. Until about 1890 it was discharged in a crude state into the Ouse and the smaller River Foss at numerous points, and the resulting pollution may be imagined. To remedy this state of affairs the Corporation decided to carry out a sewerage scheme designed in such a way as to intercept all the sewage discharging into the rivers,

and convey it to the sewage pumping station at Fulford. At the same time, a scheme for the purification of the sewage was installed on the banks of the river near to Naburn railway bridge, where the sewage is treated and the effluent discharged into the river. The new sewerage scheme and the sewage disposal works were brought into operation in the year 1895 at a cost of about £208,000, whilst a further £50,000 has been spent in additions and improvements.

The first scheme of disposal provided merely for the precipitation of solid matter by means of the application of chemicals, after which the tank effluent was discharged into the river. This method was never satisfactory, on account of the very large amount of precipitated sludge that had to be treated by pressing and the problem of its subsequent disposal.

After long experiments as to the best method of purification on bacteriological lines, it was decided in 1913 to reconstruct the works on the lines of the best results obtained, viz., open septic tanks and clinker filters working continuously. Storm-water tanks were constructed at the sewage pumping station for intercepting solid matter.

There can be no doubt that the present system of sewage disposal in operation at York is satisfactory and efficient. The reconstruction was delayed as a result of the war, and is now in course of completion.

The progressive measures adopted in regard to sewering and the modern methods of sewage disposal have helped in a great measure towards the reduction in the mortality rates in the City. The effluent now obtained from the bacteria beds and discharged into the River Ouse is satisfactory, and satisfies the Fisheries

Board, which concerns itself with the pollution of rivers.

Collection of Refuse

Another feature which plays a real part in the improved health of the City is the regular collection and suitable disposal of domestic refuse. This material, which used to be dumped in any handy spot, preferably the front street or back part of the premises, is now deposited in movable ash-bins and collected twice weekly. This refuse is conveyed to a destructor, and the remainder, when suitable, is deposited in tip-grounds (low-lying land, brickyards, etc.) and covered with soil. There still remain a few dry ash-pits, but they are steadily diminishing in number.

Undoubtedly the best means of disposing of domestic refuse is the destructor, which destroys by fire. York installed a destructor in 1900. It is adjacent to the electricity station, and the steam generated is used in the power station. The resultant clinker is graded. Of the hard material the smallest parts are used for flag-making, the larger clinker for footpath foundations, and the smaller clinker for filter purposes on the bacteria beds used for sewage disposal.

THE BOARD OF GUARDIANS

Guardians are still meeting a public need during epidemics of influenza and similar complaints. It was generally understood that the National Health Insurance Acts would make provision for this purpose. The Acts are good as far as they go, but they obviously do not provide for every class of case, particularly chronic cases, and it is necessary therefore to continue the services of

district medical officers under the Poor Law. Each of the three Committees of the York Out-relief Union has a medical officer. These during July 1927 made an average of 140 visits per week to sick persons under their care. The district medical officers act as public vaccinators, and in York in 1925 (although many parents avail themselves of the conscientious clause of the Vaccination Act), 938 children were vaccinated without charge. Under their order also, milk is also provided for nursing mothers and sick children in poor circumstances.

INSURANCE COMMITTEE

This Committee was constituted under the National Insurance Act, 1911, and one-fifth of its members are appointed by the City Council. Its powers and duties are very wide. In the first place, it is responsible for the administration of medical benefit for the whole of the insured persons resident in the City, numbering approximately 36,000 out of a total population of 84,000. For this purpose arrangements are made with duly qualified medical practitioners to ensure to all insured persons adequate medical attendance and treatment, and with duly qualified chemists for the supply of proper and sufficient medicines.

The Committee deals with questions arising between doctors, chemists and insured persons, as to matters affecting attendance, medicine and treatment, and also between doctors and approved societies in regard to the issue of certificates of incapacity for work.

The Committee also administers sickness, disablement and maternity benefits for deposit contributors, and members of the Navy, Army and Air Force Insurance Fund.

There are also certain matters of a general character which the Insurance Committee may by Statute undertake, such as the collection of information and statistics.

Reports and returns for the information of the Ministry of Health, regarding the health of insured persons and the classification of the deposit contributions in the area, are forwarded to the City Council. In this connection the assistance of the Medical Officer of Health may be obtained.

Vital Statistics

The figures at the end of the chapter show the death-rate in the City during the last 200 years as far as it can be ascertained. It is interesting to see how little change there was for the sixty years from 1811 to 1870; but since that period, when the Public Health Acts became operative, the death-rate has been halved. In 1900 it was 20.3 per 1,000 living, and the return of 1926 shows that it has dropped to 12.0 per 1,000 living. This means that, if the same conditions applied in 1926 as operated in 1900, 640 more persons would have died.

The death-rate under one year of age in 1900 was 211, in 1926 it had dropped to 65—that is to say in the former year it was three times as great per 1,000 births as it is to-day. These plain facts show such a saving of infant human life as means not only an immense increase in the health and happiness of child life, but a saving of potential human wealth for the community.

Since 1901 there has been a gradual diminution of mortality from typhoid, and whereas there were as many as 244 cases in 1901, with 38 deaths, there were no deaths in 1925, and a case is now a rarity. The elimination of typhoid and typhus fevers may be counted as the greatest

achievement in medical and sanitary science during the last twenty-five years.

In 1901 there were 100 deaths due to tuberculosis, representing 1.26 per 1,000 of the total living. Of this number one-half occurred in the Walmgate sub-area; and to-day, as twenty-five years ago, half of the deaths due to tuberculosis are in the poorer parts of the City's crowded areas, thus showing the need for dealing with root causes if disease is to be eradicated.

There is a well known aphorism of the Italians: "Air is more necessary than bread," and if we take the figure of £100,000,000, which is the estimated cost of tuberculosis alone in this country directly or indirectly, we shall see some truth in it. Competent medical opinion is agreed that 42 per cent. of deaths could be prevented or postponed.

The work of the future should be directed towards making a virile nation, expense being a secondary consideration. The main purpose of the community in matters of health is to protect the citizen against himself. History shows the devastating effect of the constantly recurring plagues upon urban population until comparatively recent times. The ignorance concerning sanitation was profound, the lack of a pure water supply was grievous, but the growth of medical science has directed public opinion to the fact that these ills can be remedied and has also shown how they can be avoided, and human life prolonged.

Sir Robert Phillips, speaking at Newcastle in 1919, said: "It is no exaggeration to say that most of the weakness and sickness of life, excluding that incidental to old age, is the outcome of ignorance or neglect of simple physiological laws, and the failure to obey

individually and socially the fundamental principles of health."

When it is remembered that 78,000,000 working days are lost annually by the wage earners of this country owing to ill-health—48,000,000 by men and 30,000,000 by women—it is surely the duty of the nation to stop this waste of human activity and the consequent financial loss of about £33,000,000 per annum. No individual can claim special credit for the steady growth of the improvement of the health of the City. In spite of failure, disappointment, opposition, ignorance and sometimes hostility, much has been accomplished, but much yet remains to be done before the work is complete.

Comparison between the Death-Rate and Infant Mortality in York and England and Wales.

The years to 1831 are taken from Dr. Laycock's report. Those from 1728-35 were based on data in Drake's *History of York*. The years 1770-81 were taken from data published by Dr. White of York in the 72nd volume of the Philosophical Transactions. The rest of the returns Dr. Laycock took from the Parish Registers, the mortality of each period being considered as representing the mortality of the last year of the period on the population of which the ratio of persons living to one death annually is calculated.

The figures commencing 1841-50 are from the Registrar-General's returns, which commenced in 1838.

Year	Crude deaths per 1,000 living		Death of infants under 1 year, per 1,000 living	
	England and Wales	York	England and Wales	York
1728-1735	—	45·9		
1770-1781	—	35·5		
1781-1801	—	31·1		
1801-11	—	30·9		
1811-21	—	28·7		
1821-31	—	24·6		
1831-41	—	23·5		
1841-50	22·4	24·0	154	
1851-60	22·2	24·0	154	157
1861-70	22·5	24·0	154	
1871-80	21·4	25·2	149	157
1881-90	19·11	18·7	142	154
1891-1900	18·2	17·0	153	167
1901-10	15·4	14·9	128	126
1911-20*	14·3	14·3	100	100
1921	12·1	12·2	83	98
1922	12·8	12·3	77	77
1923	11·6	10·3	69	51
1924	12·2	13·3	75	96
1925	12·2	12·4	75	86
1926	11·6	12·0	70	65

As compared with the rest of England and Wales, the mortality in York was greater for four decades since the commencement of the Registrar-General's returns until the decade 1881-90. During this and two succeeding decades the health of the City was in advance of the rest of England; since then the mortality in York appears to have been the same as the rest of the country.

* The years 1915-20 mortality rates are based on civilians only, but as in other years the number of deaths includes those of non-civilians registered in England and Wales.

MARRIAGE AND BIRTH RATE IN YORK:

	Marriage Rate per 1,000	Birth Rate per 1,000
1921	20·1 ..	20·9
1922	16·7 ..	20·0
1923	16·6 ..	19·1
1924	17·4 ..	18·4
1925	18·7 ..	18·9
1926	17·3 ..	18·0
England and Wales		
1926	14·3 ..	17·8

COMPARISON BETWEEN THE MORTALITY AMONG CIVILIAN POPULATION (PER 1,000 PERSONS LIVING AT ALL AGES), FROM THE PRINCIPAL EPIDEMIC DISEASES IN YORK AND ENGLAND AND WALES.

	1920.	1921.	1922.	1923.	1924.	1925.	1926.	Aver.
SMALL-POX.								
England and Wales	0·001	0·00	0·001	0·00	0·00	0·00	0·00	0·00
York	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.	Nil.
ENTERIC.								
England and Wales	0·01	0·02	0·01	0·01	0·01	0·01	0·01	0·01
York	Nil.	0·01	0·02	Nil.	Nil.	Nil.	Nil.	0·01
TUBERCULOSIS. (All forms.)								
England and Wales	1·13	1·12	1·12	1·06	1·05	1·03	·96	1·07
York	1·26	1·35	1·24	·86	1·07	1·27	·86	1·13
DIPHTHERIA.								
England and Wales	·15	·12	·11	·07	·06	·07	·07	0·09
York	·14	·03	·02	·01	·04	·34	·07	0·09
SCARLET FEVER.								
England and Wales	·04	·03	·04	·03	·02	·03	·02	0·03
York	·03	·01	·03	·01	·01	·01	·03	0·02
MEASLES.								
England and Wales	·19	·06	·15	·14	·12	·13	·09	0·13
York	·03	·08	·02	·15	·07	·11	·01	0·07
WHOOPING COUGH.								
England and Wales	·11	·12	·16	·10	·10	·15	·10	0·12
York	·01	·17	·10	·07	·48	·07	·20	0·15
INFLUENZA								
England and Wales	·28	·23	·56	·22	·48	·32	·22	0·33
York	·25	·34	·82	·31	·70	·40	·26	0·44

The above figures show that during the last seven years, York has been free from deaths from Small-pox, and, except in 1921 and 1922, from Enteric.

With regard to Tuberculosis, the mortality has been declining in York as elsewhere. It was above the rest of England in 1920, 1921 and 1922, but lower in 1923 and again in 1926.

The death rate in York for Diphtheria, Scarlet Fever, Measles, and Whooping Cough (except 1924) has compared favourably with the rest of England in recent years.

VI

PUBLIC HEALTH (*continued*)

HOSPITALS

"Life is short, and the Art long; the opportunity fleeting; experiment dangerous, and judgment difficult. Yet we must be prepared not only to do our duty ourselves, but also patient, attendants, and external circumstances must co-operate."

"The Aphorisms of Hippocrates."
Trans. C. SINGER.

Chapter VI

PUBLIC HEALTH (*continued*)

HOSPITALS

Hospitals—List with Accommodation—Mental Hospitals—Naburn—Mid-Yorkshire—Fever—Tuberculosis—Maternity—Orthopædic. Ambulance—Nursing—Infirmary—Future—Cost. Vital Statistics. Bibliography.

DURING the Middle Ages the sick in York received attention at the wealthy hospital of St. Leonard's, the ruins of which still remain. This, however, disappeared with the dissolution of the monasteries, and although some of the hospitals for the poor were spared, York, unlike London, was unable to save any institution for the sick, and there was no medical hospital in the City until the York County Hospital was founded in 1740. This hospital was the fourth founded in this country outside London ; it still carries on its great work supported by voluntary contributions, and meets the needs of those requiring free institutional and surgical treatment.

In 1772 the York Lunatic Asylum, following those recently established in Manchester and Newcastle, was founded by subscription. In 1796 the Retreat, opened by the Society of Friends, inaugurated a new system in the treatment of the insane in this country. Both Bootham Park, as it is now called, and the Retreat continue on a voluntary basis. The Dispensary was founded in 1783 "for administering relief to the diseased poor of the City" ; this institution is still active and has recently

co-operated with the City Council in the establishment of the Maternity Home. The latest addition to the voluntary health service of the City is the Nursing Home, erected as a memorial to the late Dean Purey-Cust.

The provision of asylums for pauper lunatics by local authorities was made permissive by Parliament in 1808, but was not made obligatory until 1845.

The compulsory notification of diseases to the Medical Officer of Health, whose duty it is to see that the patient is properly isolated and that the house is disinfected, made the provision of hospitals necessary. These were provided by the Health Authority for infectious complaints.

The crusade against tuberculosis has led to the provision of sanatoria for consumptives, whilst the latest institution that has been added is the Yorkshire Children's Orthopædic Hospital, at Kirbymoorside.

The following hospitals are provided or subsidised by the local authorities :

	How supported.	Accommodation.
MENTAL:		
York City Mental Hospital.	Wholly by Corporation.	365 beds.
Mid-Yorkshire Mental Hospital.	Jointly with Leeds, Hull and Halifax.	18 beds for males out of 200 beds.
Mental Wards in the Infirmary.	Wholly by Corporation.	22 beds for females.
do. do.	do.	20 beds for boys.
FEVER :		
City Fever Hospital.	Wholly by Corporation.	16 beds Scarlet Fever. 16 beds Diphtheria. 12 beds Open air. 8 beds Advanced Tuberculosis. 7 beds Observation Block. 59

WARD IN NABURN MENTAL HOSPITAL

WARD IN ACOMB MATERNITY HOME

	How Supported.	Accommodation.
SMALL-POX :		
The Bungalow.	Wholly by Corporation.	13 beds.
TUBERCULOSIS :		
Fairfield Sanatorium.	Wholly by Corporation.	54 beds.
Raywell Sanatorium.	Jointly with East Riding Council.	22 beds out of 67.
York County Hospital.	Partly by Corporation.	Beds for non-pulmonary tuberculosis requiring surgical treatment.
MATERNITY :		
York Maternity Hospital.	Jointly, York Corporation and York Dispensary.	30 beds.
York County Hospital.	Partly York Corporation.	Beds as required for puerperal fever and puerperal pyrexia.
CHILDREN :		
Yorkshire Children's Orthopædic Hospital.	Partly York Corporation.	Beds for Orthopædic cases.
York Maternity Hospital.	York Corporation and Dispensary (joint).	6 cots for infants.
V.D. :		
York County Hospital.	Partly by Corporation.	Beds as required.
GENERAL :		
The Infirmary.	Wholly by Guardians.	

MENTAL HOSPITALS

The Mental Hospital and the Mental Deficiency Committees are responsible for the care of the mentally afflicted in York.

The methods of treatment and the general attitude towards those who are mentally afflicted have improved

beyond all measure ; but it cannot be said that the public interest in the subject is at all alive.

As to the treatment, it is not so many years since it was inhuman and brutal in the extreme. Within living memory the idiot or lunatic was an object of contempt, and very often a butt for ill-mannered wit or coarse jest. Almost until the end of the eighteenth century " Bedlam " was one of the " sights of London," and a substantial revenue was obtained from sightseers who visited the place to see the unfortunate inmates. It was a common practice to confine patients in dungeons almost devoid of light and air, to chain them down to the floor, and to use jackets made of strong leather with straps so attached that agony could be inflicted upon the person wearing them.

These inhuman methods were discontinued largely through the instrumentality of two men working on the same lines unknown to each other, namely Philippe Pinel of Paris and William Tuke of York, who towards the end of the eighteenth century in their separate spheres were persuaded that kindness would succeed where brutal restraint had failed. It is one of the glorious associations of our ancient City that one of its illustrious sons, prompted by those feelings of human love which always characterise the actions of those determined to improve the lot of their fellows, persuaded a number of members of the Society of Friends to help him, with the result that in 1796 the central block of " The Retreat " was opened as a pioneer attempt on behalf of the mentally afflicted. The success of this and other efforts gradually moulded public opinion, and Government action followed in the course of time.

In 1839 Dr. Hill, surgeon of the Lincoln Asylum,

published a work which contained the following proposition as a principle: "In a properly constructed building, with a sufficient number of suitable attendants, restraint is *never necessary*, *never justifiable*, and always injurious in all cases of lunacy whatever." This doctrine, which at the time was a distinct departure from the recognised methods of the day, is now accepted as a guiding principle in mental hospitals.

A disease of the brain is comparable to a disease of any other organ of the human body, and it is now recognised that much mental disorder is purely temporary, and yields to treatment as does any other disorder of the human system.

Quite a large percentage of patients regain their normal condition after treatment of varying lengths of time. According to the report of the Board of Control, out of 135,000 resident in institutions or homes in this country during 1925, the number of persons discharged as recovered or relieved numbered 10,781, upwards of 50 per cent. of direct admissions during the year, and representing practically 8 per cent. of those undergoing treatment.

The Mental Hospital at Naburn provides for 365 male and female patients. Of these, 233 are chargeable to the York Union. The total is made up of patients from other county boroughs, seventeen private patients and fifteen service patients, the hospital being always used to its full capacity. Attached to the hospital is a farm of 250 acres, partly worked by male labour from the institution.

It was opened in 1906 when the pauper lunatics, who had for a long time been accommodated in Bootham Park, were removed to the new institution. It is under the control of the Mental Hospital Committee whose

executive officer is the Medical Superintendent. The cost of the buildings is a charge on the Corporation, but the Guardians pay for the maintenance of the inmates whom they send there, the charge in 1927 being 24s. 6d. per head per week. Private patients contribute varying amounts above that charged to the Guardians, according to their ability to pay.

The Guardians, through their officers, see to the certification of lunatics who are not in a position to pay for maintenance in a private asylum. They also pay quarterly visits and make reports on lunatics and mental defectives in non-registered hospitals.

The Medical Superintendent's report for 1925 on the Naburn Mental Hospital states: "The recovery rate on direct admissions during last year was 64.3 per cent. males and 41.2 per cent. females, averaging 47.9 per cent., the highest recovery rate recorded since the Hospital was opened twenty years ago." The record goes on to say: "Quite a considerable number of the public have an idea that the mental hospital is a kind of prison. They believe that the patients are behind bars in locked rooms or cells. This is a false impression.

"There are some patients whose mental symptoms are so acute that they are dangerous to themselves or to others, and owing to this fact it is necessary for them to be confined at certain periods. On the other hand, for a large number of patients an effort is made to eliminate as far as possible the feeling that they are restricted and detained. Parole is therefore granted to certain patients, and they can wander about the estate at their leisure. This parole is also extended to selected patients whereby they can leave the estate and visit the City as well as their friends at fairly frequent intervals. A ward in each

division (male and female) is conducted on the open-door system, and the patients in these wards—all of whom are regarded as trustworthy—can enter or leave without question during the day. Daily newspapers, weekly periodicals, books and games are also provided. The recreation hall is used for cinematograph entertainments as well as for concerts and dancing. In this way an attempt is made to avoid a sense of constraint on the part of the patients and to make them as content as possible.

"Many of the patients are taught simple trades, and in the City Mental Hospital some of the men work on the farm, others in the garden and about the buildings outside, or in the tailor or shoe shops doing repairs or making garments or boots, assisting the joiner, engineer, upholsterer, or helping in the stores and butcher's shop. The women are engaged in the laundry and kitchen. Some of them are employed making garments, assisting in the wards and dormitories, or repairing bed or table linen, and under proper supervision much useful work is accomplished. Of course many are too ill mentally to be taught anything, and they are allowed the freedom of the airing gardens and day ward, etc. In every class kindness is the dominant note. Any act on the part of an attendant or nurse which could be termed harsh, unsympathetic, or lacking a proper appreciation of their duty, is promptly dealt with by the Medical Superintendent, or if a serious case, by the Committee, and a warning, suspension or dismissal follows. Prosecution would follow dismissal in the case of the ill-treatment of a patient."

The Mental Hospital Committee of the Corporation, with the addition of some co-opted members, forms the Mental Deficiency Committee which is responsible for

the care of those mentally defective within its area. It works in association with the Yorkshire Institution for the care of the mental defectives.

The total cost of the mentally deficient, both for their accommodation and maintenance, is borne by the Corporation, which is with two other Corporations responsible for the Mid-Yorkshire Mental Hospital at Cattal.

This institution was built in 1903 for an inebriates' home by a group of local authorities in the West Riding, of which York was one. The home failed in its purpose, and was eventually sold to the Mid-Yorkshire Joint Board for Mental Defectives, who have used it since 1916 as a hospital for males. It is a fine block of buildings on an estate of fifty-one acres, situated between Cattal and Whixley, on the road to Harrogate.

York has eighteen out of the two hundred beds. There are workshops, and some of the patients follow employments, such as tailoring, shoemaking and gardening. There is provision too for recreation. Physical training is carried out systematically. There is a company of Scouts, and a drum and bugle band.

For the women the Committee has arranged, as a temporary expedient, for the accommodation of twenty-two patients in a special building at the institution in Huntington Road.

There is not enough provision in England for the young who are mentally deficient, and York has found great difficulty in dealing with the problem. By arrangement with the Guardians, a portion of the premises belonging to them has been adapted to accommodate twenty mentally deficient boys. These buildings have been fitted with every convenience, and provide dormitory and day accommodation, with airing court separate

from the other patients in the infirmary. All the patients are such as would either benefit by the care of the institution, or are from homes where it is impossible to obtain proper treatment. In all cases their lives are happier and brighter for their surroundings and the watchful guidance of the nurses in charge, and in some cases there is an improvement in their condition.

Fever Hospital

The Fever Hospital is situated at Yearsley Bridge, near the River Foss. It was opened in 1879, and has accommodation for fifty-nine patients. This is insufficient for the needs of the City, and a considerable extension is being made to meet all the requirements of scarlet fever, diphtheria, typhoid and other infectious diseases.

The number of cases dealt with during twenty-five years is some index to the usefulness of the institution. The figures are as follows :

Scarlet Fever	3,952
Diphtheria	1,094
Typhoid Fever	256
	5,302

Associated with this hospital is the building erected near Huntington, two and a half miles from the City, as an Isolation or Small-pox Hospital. This has been used on the few occasions in recent years when there have been mild cases of small-pox in the City.

Tuberculosis

Tuberculosis is at last showing signs of yielding to the many agencies at work against it. The coming generation will surely reap the benefit of all this effort.

First came the erection of temporary buildings at Yearsley Bridge in 1912 to accommodate twelve patients; and since that date 949 persons have received treatment.

The City purchased the Fairfield estate in 1919, situated about two and a-half miles along the North road. The larger portion of the land was sold to the North Riding County Council, while York retained the large house and gardens and sufficient land for its requirements. This house has been added to and adapted as a sanatorium to accommodate fifty-four patients, and since 1919 no less than 842 patients have been admitted. A scheme for adding a children's pavilion is now being carried out. There is no permanent school accommodation on the site, but suitable provision is made for the education of the children in a temporary wooden hutment.

In 1920, by arrangement with the East Riding County Council, the residence of Mr. Stanley Wilson at Raywell was purchased, and by adding wings to the building accommodation has been provided for sixty-seven patients, one third of whom may be York citizens. Up to the end of 1926 over 500 patients were discharged as cured, and in eighty-eight cases the disease was arrested.

Maternity Hospital

For many years a very successful Maternity Hospital had been carried on in premises in Ogleforth, a rather congested part of the City. The administration, finance (apart from patients' contributions) and medical services were almost entirely voluntary, but these could not cope with the demands, and in 1921 the Corporation purchased the Acomb Hall estate, some fifty-three acres, situate just outside the City boundary. The house was retained for a Maternity Hospital and the surplus land

sold for building purposes. The new Maternity Hospital was opened in 1922 with accommodation for thirty mothers, and six cots for sick children. By arrangement with the City Council the voluntary institution was merged in the new Maternity Home. The Committee of Management is composed of six members from the Council and six elected by the General Dispensary.

Although so much has been done by maternity homes and welfare centres, the death-rate of mothers is still far too high. Over 3,000 mothers die every year in this country in giving birth to their children, and puerperal sepsis is the chief cause.

Under the Public Health (Notification of Puerperal Fever and Puerperal Pyrexia) Regulations 1926, it is necessary for every medical practitioner, on first becoming aware that a woman upon whom he is in professional attendance is suffering from either Puerperal Fever or Puerperal Pyrexia, to make and sign a notification of the case immediately and forward it to the Medical Officer of Health.

The Corporation have made arrangements in regard to diagnosis and treatment with the Visiting Surgeon to the York Maternity Hospital, who has been appointed as Obstetric Specialist, to give a second opinion when required by medical practitioners. In necessitous cases the Corporation pay the consultant by arrangement, and a proportion of this payment is recovered from the patient if this is found to be possible and advisable. Cases requiring in-patient treatment are admitted to the County Hospital, York; the cost by arrangement is charged in the first instance to the Corporation and again the whole or a proportion is recovered from the patient according to her financial circumstances.

Trained nurses are provided when required for home nursing by the York District Nursing Association ; and for the home treatment supplies of serum are available for issue to practitioners from the York County Hospital and the York Maternity Hospital.

Yorkshire Children's Orthopædic Hospital, Kirbymoorside

This hospital, which at present contains about one hundred beds, was opened on October 1st, 1925. It is for children between the ages of three and twelve (except in special cases) who are suffering from some defect tending to produce crippling, but for whom there is a reasonable prospect of cure or alleviation. The hospital was built by voluntary contribution and is managed by a committee, but payments are made by the different local authorities who send children there. When necessary, special orthopædic clinics are held at the School Clinic, where the resident surgical officer from the hospital attends and selects cases for admission. Beds are available as required for the treatment of York crippled children, and the cost of £2 5s. 0d. per week per child is borne by the Corporation.

Ambulance Facilities

The York Health Committee possesses a motor ambulance for infectious cases, capable of removing three or four sitting cases or one stretcher case along with a sitting case, and nurse attendant. It has also a motor van for conveying infected bedding to the destructor. A motor ambulance has been provided since 1919 for the conveyance of Fairfield Sanatorium patients to and from the City. There are two motor ambulances

belonging to the Watch Committee for non-infectious and accident cases.

Professional Nursing

The City is indebted for this work to the Purey-Cust Nursing Home, which is a voluntary Association. The Health Committee has made an arrangement for infectious cases, whereby since July 1st, 1921, in return for £50 per annum, the services of three nurses from this Home are available in cases of measles, whooping cough, epidemic diarrhœa, and poliomyelitis in young children, and in cases of ophthalmia neonatorum and puerperal fever.

The Infirmary

This chapter on hospitals would not be complete without reference to the provision made for the sick poor at the Infirmary in connection with the Institution in Huntington Road, so long known as the Workhouse.

It is generally agreed that among all the services entrusted to the Boards of Guardians no greater development has taken place since 1834 than in the great work of ameliorating the lot of the sick and suffering. The Poor Law hospitals and infirmaries in the country have more beds directly available for the sick poor than all the sick beds of the voluntary and municipal hospitals put together.

It is recognised that in many of the Poor Law infirmaries the general equipment and the medical and nursing provision is of such a high standard that even the best of the general hospitals of the country cannot hope to surpass or even seriously compare with them. Poor Law authorities have dealt, and are dealing to-day, in their hospitals, with thousands of insured persons who,

although entitled to home medical treatment when sick, have been required by their panel doctors to get hospital treatment.

The York Infirmary has on an average 270 inmates. It is recognised by the General Nursing Council as a training school for nurses, and there are regularly twenty-four probationer nurses receiving such training under the Poor-Law Medical Officer, superintendent nurse and sister tutor. Practically all the probationers who serve the four years' training required are successful at the State examination for nurses. There is an excellent nurses' home in the grounds of the institution, with accommodation for thirty nurses. This work is under the York Joint Union, whose executive officer is the Clerk to the Guardians, and it is administered by a House Committee of eighteen members.

Future Health Development

Having regard to the recent legislation in respect of food, the time is opportune for the provision of a public abattoir in York, for while there is a real endeavour on the part of the butchers in the city to kill and prepare meat under the best conditions, there are still slaughter-houses situated in obscure parts of the City where it is very difficult to keep meat in the best condition.

Children must be taught from early years the value and meaning of the great heritage of health. They should have regular instruction in hygiene, beginning with the simplest possible facts, and our schools should provide in their curriculum every possible means to instil object lessons in health methods.

Another evil with which we are familiar (but which, acting on the old adage of "Familiarity breeds contempt,"

we treat with comparative indifference) is that of our polluted atmosphere. We can please ourselves whether we eat polluted food, but the air we breathe gives us no choice. It is impossible to estimate the harm done to public health by air poisoned by smoke. The sun's rays with all their beneficence and health-giving force are bestowed in scanty measure upon the dwellers in large towns. The fogs of London are proverbial, and while York does not suffer so seriously as do the larger industrial centres, the smoke problem concerns the City almost as intimately, and every endeavour should be made to reduce the emission of carbon particles into the atmosphere to the lowest possible quantity.

The sanitary and health work of the Corporation and the work of the general practitioner are being brought nearer together year by year, and as various diseases are being added to the notifiable list, the doctor realises the necessity of keeping in touch with the City's activities.

Dr. McNaught, the present Medical Officer of Health, says: "The future developments of public health are largely bound up with improvement, through education, of the habits and mode of life of the community, especially in regard to housing and the proper choosing and cooking of food supplies. There is also a tendency to look for the earliest signs of commencing disease, and it may be that in the near future there will be a more adequate supervision of the human being from birth to death. At present we attempt this in a tentative way for a portion of the public by private medical practitioners, and for another section in infancy and early childhood by maternity and child welfare work, during the school period by the School Medical Service, and from sixteen years onwards by the National Health Insurance organisation,

and the medical staff connected with the administration of the Factory Acts. There is a great need for the co-ordination and linking up of the various services, at present managed by separate authorities." If Mr. Neville Chamberlain has his way the present Poor-Law service of medical officers and hospitals will be amalgamated with the work of the Health Committee and co-ordinated with that of the voluntary institutions.

"It is becoming known to women generally that adequate supervision prior to confinement will save the lives of many mothers and infants, and will prevent disabilities leading to life-long ill-health and suffering. We find in York that the ante-natal clinics for this purpose are being increasingly resorted to.

"The treatment of tuberculosis and venereal diseases, coupled with the instruction to the public, is gradually leading to diminution of these diseases, though it will probably be many years before they are reduced to a negligible quantity.

"The early treatment of certain diseases leading to crippling and disablement is one of the most hopeful features of the present day, and since the opening of the Orthopædic Hospital at Kirbymoorside we are able to deal in a more efficient manner with these cases, many of which in the past were neglected and became hopeless cripples.

"Another field of work to which the public health service appears to be turning is the prevention and treatment of rheumatic diseases, which lead in many cases to severe disease of the heart, the net result being that a considerable portion of our population has its capacity for work diminished or destroyed, and finally its length of life severely curtailed.

" Cancer, too, is another problem for which the future may hold a solution. At present one can only offer early surgical treatment, and no methods of prevention are yet available."

The recently published report of the Royal Commission on Lunacy has served the threefold purpose of allaying fears in regard to the treatment of the mentally afflicted in institutions, making further suggestions for the guidance of those in control of institutions, and advising such persons who feel the need of treatment.

The report states that there is no clear line of demarcation between mental and physical illness, and that the modern conception of mental illness calls for a complete revision of the attitude of society towards the mentally afflicted. " The keynote of the past has been detention ; the keynote of the future should be prevention and treatment." This is as it should be if only to remove the prejudice in the minds of some that the wrong people have been incarcerated.

The suggestion in the report is that the reception of a patient into a mental hospital is only to be authorised by a judicial authority specially appointed for the purpose. While we agree with the suggestion that every possible precaution should be taken to safeguard the interests of these unfortunate people, there is no doubt that the work has been very conscientiously done, and except in very rare instances, to the satisfaction of all concerned.

Many of the suggestions of the Commission are part of the curricula of well-managed institutions, including " the voluntary system " in private mental homes—a system which is now advocated for the first time so far as public institutions are concerned.

Dr. Yellowlees, Medical Superintendent at "The Retreat," York, draws attention to the voluntary system in a report he has just issued, in which he records the fact that out of 122 patients admitted for treatment last year, 69 were voluntary boarders. This would have seemed incredible twenty years ago. If we had legislation to enable rate-aided institutions to open their doors to voluntary patients without the stigma of pauperism, we should have made a forward stride which would very materially help the prevention of mental trouble in its worst forms, and also give the public a better appreciation of the work done in connection with the cure of this disease.

A further help in combating mental complaints would be a closer connection between the special schools and the Mental Deficiency Committee. If we accept the estimate of 1 per cent. of all children as mentally incapable of taking their due share of the world's responsibility, it should be the aim of every community to search out the best means of making the largest number as useful as possible. That there is a change taking place in public opinion is evidenced in the attitude towards certain crimes, the authors of which are subject to examination by specialists instead of being sent indiscriminately to prison, as used to be the invariable practice.

The treatment of all prisoners is undergoing drastic amendment. More care is taken of the delinquent adolescent. It is becoming increasingly evident that many cases condemned in the past as vicious or as sheer criminality can be traced to a warped mentality in a measure beyond the control of the perpetrator, and consequently requiring sympathetic consideration and proper institutional treatment rather than punishment.

A special school is provided to which backward children are drafted for teaching, so that their defects do not interfere with the ordinary curriculum of elementary education.

It will be admitted that the only really effective way to promote a mentally efficient manhood and womanhood is to start with the child. It is lamentable that even to-day it is possible for mentally defective persons to marry, with the inevitable result that children are born who are for their whole lifetime a moral and financial burden to the State. It is now considered essential, and is provided for under the Mental Deficiency Act of 1913, that if these poor unfortunates are to be dealt with effectively, they should be classified properly for treatment, and for this purpose they should be divided into classes for Idiots, Imbeciles, Feeble-minded, Moral Imbeciles, and low grade Imbeciles. Not only is this a matter of economy in administration, but it secures uniformity of treatment and organisation.

To recapitulate, among the immediate needs of city life are the following :

More care of expectant mothers and adequate means to deal with pre-natal cases.

Extension of nurse visiting and closer co-operation with hospitals in after-care work.

Systematic training in the schools in the laws of health.

Prevention of the smoke nuisance, with a view to its entire abolition.

The complete elimination of unhealthy areas, and the prevention of overcrowding.

The provision of a public abattoir.

Mental clinics in Hospitals, and provision of every

possible means to prevent certification by early treatment.

Changes in the law to allow Voluntary boarders in Municipal Mental Hospitals.

Closer association of special schools and Mental Deficiency Committees.

A child born to-day has ten years longer possibility of life than its parents, but this is not sufficient. An even greater difference is easily possible during the life of the present generation if we have the courage to face our responsibilities. Results are not far to seek. We see them in the statistical returns, in healthier child life, in the statements of insurance companies—all of which show that human life is lengthening ; and other evidence points to a quickening interest in life, which is only fully worth the living when it is founded upon good health.

THE NET COST OF THE PROTECTION OF LIFE IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT :

CORPORATION:	Borne by Rate.	Government Grant.	Total.
HEALTH COMMITTEE:	£	£	£
Salaries and Administration ..	5,686	423	6,109
Food and Drugs	144	—	144
Disinfection	659	—	659
V.D.	260	675	935
Mental Hospital..	4,185	—	4,185
Mental Deficiency Hospital ..	2,091	1,454	3,545
Maternity and Child Welfare ..	2,144	2,053	4,197
General Hospital	200	—	200
Fever Hospital	2,903	—	2,903
Tuberculosis—			
Dispensary	—	—	—
Fairfield Sanatorium ..	—	—	—
Raywell Sanatorium	—	—	—
Open-Air Wards	6,222	*7,459	13,681
	24,494	12,064	36,558

* Of this amount £149 was for unemployed work.

Corporation (*contd.*):	Borne by Rate.	Government Grant.	Total.
Streets and Buildings Committee:	£	£	£
Sewers and Sewage Disposal ..	24,294	*1,091	25,385
Public Conveniences	489	—	489
Collection of House & Trade Refuse	14,019	—	14,019
	38,802	1,091	39,893
Housing Committee:			
Housing (including unhealthy areas)	5,932	10,546	16,478
Guardians:			
York Union	832	60	892
Out-Relief Union	14,151	2,429	16,580
	14,983	2,489	17,472
Total	84,211	26,190	110,401

The cost of the Mental Hospital is for the buildings only, the Guardians paying for the cost of the inmates. The Corporation pay the total cost to the rates of the Mentally Deficient.

The cost of the "Infirmary" is not separated from that of the "Institution" (Workhouse) and is included under alleviation of destitution.

See the chapter on education for the cost of the medical inspection of school children.

The cost of medical services rendered to *insured persons* residing in the York Insurance area for the year ending December 31st, 1926, was:

	£
Cost of Medical Treatment	14,739
Medicine and Appliances	4,508
Administrative Expenditure	1,120
	20,367

* The amount of £1,091 was all for unemployed work.

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VII

PUBLIC HEALTH (*Continued*)

" Their records, that contain the history of their town and state, are presented with an exact care, and run backward 1,760 *years. From these it appears that their houses were at first low and mean, like cottages, made of any sort of timber, and were built with mud walls and thatched with straw. But now their houses are three stories high, the fronts of them are faced either with stone, plastering, or brick." " The streets are* 20 *feet broad; there be gardens behind all their houses."*

" Utopia," Sir Thomas More.

Chapter VII

PUBLIC HEALTH (*Continued*)

HOUSING AND RE-HOUSING

Housing—Shortage—Tang Hall Estate—Addison, Chamberlain, and Wheatley Acts. Rehousing—Slum areas. Cost per house. Statistics—Bibliography.

THERE was a shortage of houses in York in the days immediately preceding the War, but except in the poorest districts the supply in the main met the demand, and building was left to private enterprise. In 1912, however, the Corporation built thirty houses to provide accommodation for those tenants dispossessed through the construction of the new street of Piccadilly, and in 1914, a further twenty-eight houses were erected for the tramway employees.

Under the 1919 Housing Act the obligation to remedy the shortage of houses for the working classes was placed upon Local Authorities. They were required to ascertain the number of houses needed, and to make such provision to meet the shortage as might be deemed necessary. The investigation in York disclosed a serious state of things. From 1914 to 1920, owing first to war conditions, and later to shortage of skilled labour and the high cost of building, scarcely a house was built. The shortage, based on the normal pre-war average of 210 houses per annum, was over 1,000, and the Housing Committee was appointed to deal with the problem which had arisen.

A small estate of fifty-seven acres near Tang Hall was purchased from the Ecclesiastical Commissioners, and one hundred and sixteen acres and a further seven acres were added later. In 1927 an area of twenty-five acres adjacent to Tang Hall Estate, but outside the City boundary, was bought. An Estate of eighty-three acres of Crown land in the vicinity has recently been purchased, making a total of two hundred and eighty-eight acres altogether. In 1920, the Committee placed contracts for one hundred and eighty-five houses, and for an additional twenty-eight in 1922-23. These two hundred and thirteen houses were built under the Act of 1919, generally known as the Addison scheme, which divested Local Authorities of any effective responsibility or control, and limited their financial liability to the produce of a penny rate. The average all-in-cost per house under the first contracts was no less than £1,045, and the difference between that and the receipts from rents and a penny rate is borne by the Government. At the present rentals, the cost per house to the rates is £8 1s. per annum, whilst the Government contributes £43 2s. per annum.

In 1923 a further Housing Act was passed, which gave a greater measure of control to Local Authorities, and at the same time materially altered the financial arrangements. This Act, known as the Chamberlain scheme, provided for a Government subsidy of £6 per annum for twenty years for each house built, the balance of loss being borne by the rates. Under this scheme, 129 houses were built at an average all-in-cost of about £532 per house, a considerable reduction on previous contracts. At the end of twenty years, the whole of the difference between the actual and an economic rent will fall on the rates for the remainder of the loan period of sixty years. At the present

rental, the cost per house to the rates is £6, whilst the Government as stated contributes £6 per house per annum.

Under the Wheatley Act, passed in 1924, alternative financial arrangements are offered for houses where the Local Authority undertakes to observe the requirements as to letting. The Government subsidy, for all houses built under this scheme and completed by the end of September, 1927, is £9 per house per annum for a period of forty years, and the subsidy from the rates is limited to £4 10s.; for houses completed by the end of September, 1928, the subsidies are £7 10s. and £3 15s. respectively. The object of the Act was to enable houses to be built for letting, and the subsidy is only available for this purpose.

In 1924, and subsequently, contracts were entered into for 516 steel-framed houses and 416 all-brick houses, a total of 932 to be built under the Wheatley scheme. The average all-in-cost of these houses is £508. Two Telford steel houses were erected on the Tang Hall estate with a special Government grant, and four concrete all-electric houses were built by direct labour, whilst a number of sites have been sold for the erection of dwelling-houses and some for business premises.

In addition to the above, fifty houses have been erected under the Chamberlain scheme, and are being sold at about £560 per house. The purchaser pays a deposit of £27 10s. or 5 per cent. of the purchase money, and obtains a mortgage from a building society of £495, or 90 per cent. of the value, which is repaid by instalments of £3 2s. per four weeks for twenty-one years, when the house becomes free from debt.

The total number of houses erected under the various schemes to the end of September, 1927, is 1,280. The

lay-out of the estate is one of the best in the country, and the houses are of a varied and attractive elevation. They are of the usual parlour and non-parlour types, and contain two, three, and four bedrooms with bathroom and lavatory accommodation, while the internal conveniences are a great improvement on any working class houses previously erected in the City. The rents vary from 6s. 6d. to 11s. a week plus rates, but are obviously much below an economic rent. It is evident, therefore, that until there is a substantial reduction in building costs and in the rate of interest on loans, the duty of providing accommodation for the working classes must fall on the Corporation.

The rate of interest paid is a very important factor in the cost of a house. The Corporation has borrowed all the money required for their housing schemes, either on mortgage on the rates or on housing bonds, all for short periods, and is now paying 5 per cent. interest. If the price of money goes down, there will be a material saving, as every 1 per cent. saved on a house costing £550 is equal to a saving of £5 10s. per annum to the Corporation.

In 1924, owing to the great demand for houses, the Corporation purchased a large old house and converted it into two-roomed tenements. These are let at an economic rent, and are therefore no charge on the rates.

Since 1921, the Corporation has provided accommodation for nearly thirteen hundred families in improved surroundings. This has undoubtedly had a marked effect on the health of the tenants, and especially on the children, and should in time effect a reduction in the cost of the health services of the City.

But though this is creditable to the Housing Committee, in view of the enormous difficulties that have

been experienced from time to time, the number of houses provided does little more than wipe out the arrears that existed at the time the Committee was appointed, and at least 1,300 additional buildings are required to meet the house shortage.

There is little land available for building purposes within the City, and the Corporation has been compelled to acquire land outside. Although each house erected is subsidised from the rates, it is debatable whether it would be of greater advantage to the City to secure the rateable value created by a modified extension of the City Boundary, or to allow the houses to remain outside. If the former course be adopted it will produce a revenue in rates of about £10 per house. Against this, however, must be set the cost of City services, including the very heavy expenditure that must be incurred for educational purposes.

The total amount expended or incurred to complete present contracts is £840,000. When one considers the number of houses still required, and the fact that at least 700 more houses will be needed to replace those that are condemned for health reasons, it is clear that the financial commitments for this purpose are not likely to be much less than a million and three quarters sterling, before the problem of house shortage is solved.

In 1920 the Corporation purchased the Acomb Hall Estate, upon which upwards of 120 sites have been sold and houses erected thereon by private enterprise.

Re-housing

Old maps of York prior to the beginning of the eighteenth century show a large amount of unbuilt-on land within the City walls. As the population began to grow, houses were built on this land and in the gardens behind

the houses facing the streets. There were no building regulations in the first half of last century, so that the costly problems facing us to-day are mainly the result of the unregulated building of the last 125 years.

The engravings of Cave show the dilapidated condition of many of the houses at the beginning of the nineteenth century.

As to overcrowding, Dr. Laycock, writing fifty years later, in his report to the Commissioners, says (regarding some property in Bedern which at that time was composed of a cluster of buildings and was sublet): "Of ninety-eight families living there, sixty-seven have only one room for all purposes, eighteen two rooms, thirteen three rooms or more.

"One block of buildings was occupied by sixteen families, two abominably filthy privies were appropriated by all and situate with the accompanying 'ash-hole' or bog hole in a little back court. As might be expected, the smell in rooms of this kind is most disgusting and offensive."

Under the Housing of the Working Classes Act, 1890, which is now the earliest general enactment on the Statute Book authorising the provision and improvement of such houses, powers were conferred on Local Authorities for dealing with unhealthy and slum areas, and, prior to the War, the Health Committee of the York Corporation was dealing generally with some of the worst slum property in the City by the issue of closing orders. If the premises were not rendered habitable within a reasonable period, a demolition order followed without any compensation to the landlord. By this method a number of back-to-back houses were converted by the owners into through houses, and some of the worst sanitary conditions improved.

In 1919, the Government requested a survey of the housing needs of the City, and the report presented showed the number of houses required to re-house persons displaced by the clearance of unhealthy areas, and to replace dwellings unfit for human habitation, or those below a reasonable standard of decency. According to a recent return by the Medical Officer of Health, 407 houses should be closed. Back-to-back houses number 550, and if made into through houses, half the occupiers will require to be re-housed; therefore, the number of houses immediately required for re-housing is 682. That this is the irreducible minimum must be obvious to those acquainted with the courts and alleys in the City. There are also 439 houses which are capable of being made habitable by structural alterations.

From 1919 to the present time, however, owing to the shortage of houses referred to in the previous section, very little could be done, as it is impossible to issue closing orders until other accommodation is available. In 1914, closing orders were issued for seventy-five houses and four houses were demolished, but since the war only five houses have been demolished. The steady policy pursued by the Health Committee in pre-war days has of necessity been discontinued.

The building on the Tang Hall Estate has done little to relieve the conditions in unhealthy areas. A very large number of tenants in these districts are too poor to pay rents varying from 6s. 6d. to 11s. per week plus rates, and some of those living under the worst conditions are for various reasons unsuitable tenants. The "moving up" process therefore can have little effect on this part of the housing problem.

Besides dealing with insanitary dwellings by closing

orders, the Corporation has power to purchase slum property and undertake an improvement and reconstruction scheme on a large scale. To assist any such schemes approved by the Ministry of Health, there is a Government grant of half the loss incurred up to a maximum of £1,000 per annum.

In January, 1924, the Corporation approved a reconstruction scheme submitted by the Health Committee for the Hope Street district of Walmgate, which contained 201 houses. The scheme provides for the erection of forty-one houses on the cleared site, and for a number of houses on a site allocated for the purpose on the Tang Hall Estate. A local inquiry was held, and, in due course, the Ministry of Health made an order confirming it. Thirty houses are now being erected for the purpose of re-housing tenants from this area. The experiment will be watched closely, and will provide valuable data for the future.

The clearance of slum areas cannot be delayed unless a large proportion of the cost of health services is to be permanently wasted. In the Walmgate area alone the death rate in 1925 was 41.1 per cent of the total for the City, and the infantile mortality per 1,000 is over one hundred as compared with eighty-six for the whole of York. Of the 107 deaths due to tuberculosis in 1925, forty-six occurred in the same district, and the school medical inspection of children reveals a much higher percentage of defects than in more healthy districts. These facts show clearly that the City must pay heavily in loss of life and money so long as these unhealthy conditions continue.

Do comfortable citizens realise (and it should not be impossible !) the domestic misery and moral degradation

MUNICIPAL HOUSING ESTATE, TANG HALL

STREET IN CONDEMNED AREA

resulting from over-crowded conditions, under which any number from five to eleven sleep in one room? Imagine too, the unnecessary work and hopeless struggle against dirt in houses that lack even one cold water tap, and the disgusting conditions resulting from the sharing of one sanitary convenience by three or four families. From these things flow evils which are not nullified by forgetting them, and which, taken on the lowest grounds of pounds, shillings and pence, it would pay to remedy.

Under such conditions the work of the doctor, health visitor, school nurse and sanitary inspector, is of very little value. In the few cases, however, where it has been possible to remove families from these insanitary areas, and re-house them in better and more healthy surroundings, the general improvement in health, and cleanliness, especially in the condition of the children, and in other respects, has been most marked.

To train up citizens with healthy minds in healthy bodies is well-nigh impossible in slum areas. Yet, the great majority of children come into the world physically fit. Deterioration comes later and is preventable.

In addition to a steady policy of issuing closing orders for the worst type of houses, the Health Committee should put forward a comprehensive scheme for the whole City. This they should work at systematically during the coming years, until these unhealthy areas are a thing of the past.

COST PER HOUSE, INCLUDING LAND, ROADS AND SEWERS

Scheme.	Number of Houses Built.	Average all-in cost per House.	Subsidy.		Duration of Subsidy.	Rentals.
			Government.	Corporation.		
Addison	213	£1045	£43 2 0	£8 1 0	Loan period	9/- to 11/-
Chamberlain	129	£532	£6	£6	Twenty years	9/- to 11/-
Wheatley	932	£508	£9	£4 10 0	Forty years	6/6 to 8/6
Direct Labour under Wheatley	4	£647	£9	£4 10 0	Forty years	9/-
Telford	2	£520	£200			9/-
	1,280					

Housing Statistics relating to York from 1921 Census

Completed Buildings containing Dwellings

The total number of buildings containing dwellings was 18,522, consisting of the following :

Undivided Private Houses	17,153
Structurally divided Private Houses ..	1
Blocks of Flats, Tenements, etc.	30
Shops	1,155
Others	183
Total	18,522

Proportion of Families to Structurally Separate Dwellings

The total number of private families was 19,020. They were housed as follows :

Dwellings occupied by	Dwellings.	Private Families.	Per cent.
1 private family ..	17,103	17,103	90·0
2 „ families ..	698	1,396	7·3
3 or more „ ..	143	521	2·7
	17,944	19,020	100·0
Vacant on Census night	608		
	18,552		

(A single lodger boarding separately is regarded as a separate family.)

Number of Rooms in Structurally Separate Dwellings

The number of structurally separate dwellings with

1–3 rooms were	3,586	or 20	per cent. of total
4–5 „	9 718	„ 54	„ „
6–8 „	3,902	„ 22	„ „
9 or more were	738	„ 4	„ „
Total	17,944	„ 100	„

(The rooms counted are the normal living rooms, including kitchens and bedrooms, but excluding sculleries, bathrooms, boxrooms and rooms used for business and professional purposes.)

DISTRIBUTION OF PRIVATE FAMILIES ACCORDING TO NUMBER OF ROOMS OCCUPIED

Unit of occupation.	Private Families.	Per cent. of Families living in various units of occupation.	Population of Private Families.	Rooms occupied.	Average number of rooms per person.
1	592	3·1	1,075	592	·55
2	1,983	10·4	5,660	3,966	·7
3	2,441	12·8	10,129	7,323	·7
4	5,489	28·9	23,818	21,956	·91
5	4,226	22·2	19,197	21,130	1·1
6–7	3,110	16·4	13,176	19,478	1·47
8–9	791	4·2	3,578	6,583	1·84
10 and over	388	2·0	1,917	4,658	2·43
	19,020	100·0	78,550	85,686	1·20

Average size of private family (persons)	4·13
Population living more than two persons to a room ..	7,274
Per cent. of total private family population ..	9·3
Average number of persons per inhabited building	4·65
Average number of persons per acre	22·5

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VIII
HIGHWAYS AND BRIDGES

" The town is compassed with a high and thick wall, in which there are many towers and forts ; there is also a broad and deep dry ditch, set thick with thorns, cast round three sides of the town, and the river is instead of a ditch on the fourth side. The streets are very convenient for all carriages and are well sheltered from the winds."

" Their buildings are good, and are so uniform that a whole side of a street looks like one house."

" Utopia," Sir Thomas More.

Chapter VIII

HIGHWAYS AND BRIDGES

Walls—Streets and Buildings Committee—Bridges—Roads—Road Construction—Private Streets—Street Lighting—Depots—Building. Bye-Laws—Town-Planning—Future—Cost—Bibliography.

Committee.	Members.	Executive Officer.
Streets and Buildings (part).	16	City Engineer and Surveyor.

THE description of the Chief City of Utopia by Sir Thomas More might apply to York even to-day, for the older part of the City is still "compassed with a high and thick wall," round the greater part of it; the remainder in old days relied for its defences upon the marshy ground formed by the little river Foss.

The City Walls are built upon a high mound, and although the Moat has been encroached upon in certain places and filled in in others, it is still visible for some distance round the City. Probably it was a dry one or never filled with water to the full extent.

The four gates, or "bars" as they are called, with their towers, still exist, stretching across and guarding the main streets leading out of the City. They are extremely interesting examples of mediæval fortification, but do not make the traffic problems of a modern City any easier. Two of the old posterns, unfortunately, were removed 100 years ago for traffic reasons. Part of the original Roman Wall round the Camp remains, but on two sides it has been covered up by the mound upon which the

mediæval wall has been built. The work of maintaining these old defences of the City devolves upon the Estates Committee.

The main work of the Streets and Buildings Committee, apart from its health work, which is dealt with in a previous chapter, is that of lighting, cleansing, and repairing the highways and bridges, and making the street improvements which the growth of traffic renders necessary from time to time. Much of the latter would be unnecessary had the Corporation in past years had the power they now possess under the Town-Planning Act of laying out the lines on which the City should develop.

This Committee has also the important duty of passing the plans of all new buildings or alterations to old buildings, and the work involved in making the new town-plan for York. It employs more labour than any other of the Corporation Committees.

Bridges

There was a bridge across the Ouse in Roman times on the road leading directly into the Camp. Of this nothing remains, and the bridge that served mediæval York was some hundreds of yards lower down the river. This picturesque old structure proved too narrow and inconvenient for the increased traffic that came with improved roads and the growth of population. It was taken down at the beginning of last century, and a broader structure with an easier gradient took its place. Amongst the Corporation records are the Bridge Master's accounts for this and the smaller bridges over the little river Foss that flows through the City. Our forefathers appear to have appreciated the site value of a bridge and built property on it, the rents of which were used for the

OLD OUSE BRIDGE AS IT STOOD IN 1809

[*From an Engraving by H. Cave*

PLAN OF YORK [*From "Speede's Atlas,"* 1610

repair of the structure! The practice might be revived again, now that we have the advantage of modern construction, as it would bring additional revenue to the City. The old Corporation was responsible for the repair and maintenance of the bridges.

Apart from Ouse Bridge, the larger river was crossed by two ferries until 1860, when Lendal Bridge was opened, and Skeldergate Bridge was added in 1881. A toll was levied on the former until the loan was liquidated, and the latter bridge was freed in 1914. Bridges have from time to time been built over the Foss, and to-day the Committee is responsible for three large bridges over the Ouse and six over the Foss, whilst a seventh over the latter river forms the boundary between the City and the North Riding. Eventually two more will have to be built over the Ouse to divert the increasing road traffic that crowds the narrow streets in the centre of the City.

Roads

The streets of mediæval York must have resembled those of an Oriental town of to-day, with its dirt, untidiness, and smells. The engravings of the City about a hundred and twenty-five years ago show how rudimentary the paving was in comparison with modern methods. The old Corporation was not responsible for the whole of the streets, but only some thirteen miles of paved and three-and-a-half miles of unpaved roads.

The local Act of 1763 compelled the owners of property to put water spouts to their houses, which must have made a great improvement to the streets on a rainy day. Many of the old houses still have the handsome lead heads to the spouts bearing the date when they were fixed about this time. The same Act also ordered that all

occupiers should sweep the pavement in front of their property twice a week in winter and once in summer.

Lamps were ordered to be placed in the streets at stated intervals, which were lighted during the winter months and York Races. Each parish elected two surveyors to see that the provisions of the Act were carried out, and two men were appointed to collect the rate necessary to meet the expenses.

Any parish might, if a majority of those present in the meeting decided, instruct the surveyor to levy a rate to cleanse the streets in the parish in addition to lighting. Doubtless a considerable improvement was effected by this Act, both in the lighting and the cleansing of the streets, though the existence to-day of a few of the old iron torch extinguishers is a testimony to the inadequacy of the public lighting at this period. Gas was not used for this purpose until 1824.

In 1826, the inefficiency of making each parish a unit of government was remedied by a new local Act, which set up a Commission to deal with the lighting and paving of the City as a whole, including the Liberty of St. Peter. The Commissioners had power to levy a rate, which was however limited to a shilling in the pound, and an improvement rate limited to sixpence in the pound. By arrangement with the Corporation, the Commissioners took over the paving of the streets for which the Corporation was responsible, as well as those hitherto looked after by the different parishes. Eight years later, Dr. Laycock, in his report on York, complains of the inadequacy of the Commissioners' powers. He says :

" Houses were built both in wide streets and narrow courts. To some cottage tenements lately built there is no drain or sewer in the street. It is also unpaved and so

full of ruts and ashes and all kinds of filth as to be quite impassable to pedestrians or even to persons on horseback. The road is higher than the adjoining yards and the filthy mud flows into the back premises and even houses in the next street.

" The City Act gives no control over the builders of houses, nor can they be compelled to sewer, drain, or prepare the ground in any way for the health and convenience of the inhabitants, except as their own judgment dictates. The consequence is that several new streets in York are unpaved and undrained, full of deep holes, ruts and mud, and traversed with difficulty by carts."

These Commissioners continued their work for some time after the Corporation was reformed in 1835, their duties not being taken over until 1850. During the twenty-five years of their existence, they doubtless made very great improvements in the surface of the roads, though very far from what we expect to-day. Many will remember the old cobble paving in the streets that " once harassed the feet uphill and down." That has now been entirely replaced, except on a few narrow strips between the carriage-way and footpath in some of the wider streets.

Road Reconstruction

During the past eighteen years most of the roads in the City have been reconstructed, the foundations being either strengthened or replaced entirely and finished with tar macadam or clinker asphalt. The tar macadam roads are considerably assisted by periodical spraying with prepared tar or bitumen, and afterwards gritted and rolled. This method makes a road watertight, and at the same time provides a wearing coat to the surface. Thus

the life of the road is extended with an ultimate saving in the cost of upkeep.

Clinker asphalt, a mixture of refuse destructor clinker and bitumen, is laid and rolled whilst hot. This material is proving very satisfactory. Its wearing qualities appear to be excellent, and its maintenance cost very small. It will therefore be more and more used in the future for important roads, and for replacing other kinds of pavement, particularly wood and granite.

Reinforced concrete has been used in positions where heavy vehicular traffic using iron wheels is restricted. Parliament Street, many of the carriage ways on the housing estates at Heworth and Acomb, all the back roads that were previously cobble-paved, Alma Grove, and several adjoining streets, have been paved with this material, which is both pleasant to the eye, sanitary, and durable.

The new roads on the Tang Hall Estate mark a new departure so far as York is concerned. With wide, well-kept grass margins and avenues of trees, they form a pleasant feature, adding a touch of life and beauty to the surroundings of the new community.

Since 1922 a contribution has been made by the Ministry of Transport towards the cost of upkeep of first and second-class roads, varying in amount with the total expenditure. The contribution is based on 50 per cent for first-class roads, and $33\frac{1}{3}$ (before this year 25) per cent for second-class roads. The length of the former is 9.43 miles and the latter 3.17 miles, whilst there are 100 miles of back and other roads.

Private Streets that have not been made up by the owners are dealt with by the Streets and Buildings Committee under the Private Street Works Act, 1892, and there are

now very few requiring attention. After private streets are made up satisfactorily as above or by the owner, they are in due course declared public highways by notice, and afterwards maintained by the public cost.

Street Lighting

The Streets and Buildings Committee are also responsible for street lighting, and they appoint a sub-committee each year to deal with complaints and suggestions. This sub-committee makes periodical inspections of the City, particularly those parts where there is a complaint about the lighting. At the present time the City is lighted by 1,201 gas and 912 electric lamps.

Most of the courts and yards are now lighted by either gas or electricity. The increase in the number of street lamps during the last twenty years is 254, and, in addition, the illuminating power of the lamps has been greatly increased.

Depots

The principal depot of the Highways Department is situated in Foss Islands Road. It is well placed for the purpose, and has the advantage of road, rail and water transit. It is provided with an electric motor crane, which is used for unloading from vessels at the wharf or for handling material at the depot, and is so arranged that material can be unloaded with the minimum amount of handling. Plant is provided for making tar macadam and clinker asphalt—the latter chiefly from refuse destructor clinker, which is prepared and crushed by special plant.

There is stabling for fifty horses, and garage accommodation for five motor waggons, motor sweeper, steam

and petrol rollers, and numerous box carts, water carts, horse sweepers, and other wheeled apparatus used in connection with highway work. Workshops are provided for wheelwrights, plumbers, painters, joiners, and blacksmiths, who also shoe all horses. A large quantity of concrete flags, kerbs, posts, piles, and blocks of various sizes are made for the various uses of the Corporation. All machinery is driven, and the premises lighted, by electricity.

A second depot is provided on the west side of the City and is chiefly used for the temporary storage of tools and plant required in this area. The average number of men on the pay books at Foss Islands depot at the present time is three hundred and sixty-three, and, during the past twelve months, there has been in addition an average of seventy-five men per week engaged on unemployment works.

Building Bye-laws

Local bye-laws, which were first made compulsory in 1859, are administered by the Streets and Buildings Committee. These bye-laws require that plans must be submitted for approval or otherwise before any street can be laid out or any building commenced, whether the building is of a permanent or temporary character; and there is a penalty for non-compliance. This requirement should be noted by all who contemplate building, or altering existing buildings.

Deposited plans for streets and buildings are dealt with at each monthly meeting, when an average of thirty plans is submitted for approval, as against twenty per month in 1914. A large proportion of the plans submitted are for temporary buildings, which are usually approved

THE SHAMBLES

for three years. After this period an inspection is made and, if they are in satisfactory condition, a further period is sanctioned if desired.

The bye-laws in force at the present time do not give the Corporation any control with regard to the elevation of buildings. Liverpool has power under a private Act, subject to reference to the Ministry of Health in case of disagreement between the Corporation and the owner. If York had had this power in the past, the Corporation might have prevented some of the unsightly buildings, utterly out of harmony with their surroundings, which have been erected in recent years.

There are still many examples remaining of half-timber buildings in the older streets, and upon their preservation depends much of the charm that the City possesses. Recently the owners of three of these old buildings, instead of pulling them down and building modern structures, have carefully restored and renovated them. It is devoutly to be hoped that other owners will follow their excellent example.

Town-Planning

A very important work for the Committee in the future is that of town-planning, which is now required for all towns with a population exceeding 20,000. Eight areas of 8,133 acres are being dealt with, including all the undeveloped land in the City and parts of the districts of Flaxton and Escrick Rural District Councils, with whom amicable relationships exist in the preparation of the parts of the schemes which affect them.

The Town-Planning Act of 1925 enables the Local Authority to prepare schemes in anticipation of future developments. These are to make provision for roads

arranged to meet traffic requirements, the limitation of the number of houses to be erected per acre, the zoning of districts for residential or factory purposes, the reservation of open spaces for allotments, playing fields, or other public purposes.

It must surely be agreed that some intelligent anticipation of the development of a town is necessary if we are to escape the very heavy costs that Local Authorities have been put to in the past for alterations and widenings of roads and streets. Until quite recently it was possible for an owner to develop his own particular piece of land without a thought of arranging the lay-out so as to work in with adjoining lands and properties ; but this will not be allowed in future.

The Committee requests that all possible assistance be given them in this important work by the citizens, by the owners of land affected, and by interested institutions and associations, and they will be glad to receive helpful suggestions from any quarter. Preliminary plans of the eight areas previously referred to can be inspected at the City Engineer's Offices, and any information that is desired can be obtained there.

The Corporation are proceeding with the town-planning so as to encircle the whole City. When the schemes are completed, it will be found that provision has been made for a radial road eighty feet in width, crossing the River Ouse at Clifton to the north of the City, and opposite Campleshon Road to the South.

Schemes and estimates have already been considered by the Corporation for bridges in both these positions. There is no escape from the fact that they will have to be provided, if the advantages of ring roads are to be obtained for dealing with through traffic, and if the needs

are to be met of local traffic that requires quick transport from one side of the City to the other.

It is intended that the various areas allotted for dwelling houses should be developed on lines similar to the Corporation Tang Hall Estate; the number of houses on each acre of land will be restricted, so as to leave ample air space and sufficient room for gardens and allotments close to the houses.

In practically all cases streets and roads will be bordered with grass margins of varying widths, with trees planted therein at intervals; and everyone knows how such provision adds to the amenities of town life. In the event of traffic development over any road with grass margins, the latter would be reduced and the space added to the carriage-way.

With the development of roads and streets it will be necessary to provide sewers and surface water drains, and possibly also, in the future, to construct additional intercepting sewers for dealing with those areas which are now outside the City boundary.

Another problem facing the Committee is the provision of better communication through the City from east to west and north to south. A road from Pavement into Peasholme Green with the widening of Layerthorpe would relieve Goodramgate or Scarborough traffic to some extent.

Obviously the narrow streets of the old town are incapable of dealing with the ever-growing through road traffic; hence the necessity for the provision of additional bridges over the Ouse and ring roads in Town-Planning Schemes, over which this traffic could be by-passed. The York Corporation should not be called to bear the whole cost of this work, but should be assisted by liberal grants from the Road Fund.

THE NET COST OF HIGHWAYS AND BRIDGES IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
	£	£	£
Maintenance and Repairs ..	29,502	6,585*	36,087
Scavenging and Watering ..	14,601	—	14,601
Street Improvements	4,469	—	4,469
Skeldergate Bridge	1,214	—	1,214
Street Lighting	9,604	—	9,604
Town Planning	266	—	266
	59,656	6,585	66,241

The total expenditure, according to the latest Government return, on Highways, Streets and Bridges, for Maintenance Repairs, Improvements, Scavenging, Watering and Loan Charges falling on rates and Government grant, for the year ending March 31st, 1925:

York	per mile	£606
County Boroughs, England and Wales	„	£739

* Of this amount £2,253 was for unemployed work. The 86·39 miles of streets cost the ratepayers £510 per mile to repair and cleanse and £111 to light.

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IX

THE PROTECTION OF PERSON AND PROPERTY

" *and perceiuing there was scarce fiue bushels for eight, she cals a little girle to her, and bad her go for the Constable : for thou coosening rogue, quoth she, (speaking to the collier) I wil teach thee how thou shalt coosen me with thy false sacks, whatsoeuer thou doest to others, and I wil haue thee before my Lord Maior :* "

" The Art of Conny-Catching,"
Robert Greene, M.A.

Chapter IX

THE PROTECTION OF PERSON AND PROPERTY

Watch and Ward—Parish Constables—Act of 1835—Government Control—Police Force—beats, status, aim, duties. Fire Brigade—Weights and Measures—Cost. Comparative Statistics—Licensing. Bibliography.

Committee.	Members.	Executive Officer.
Watch.	10	The Chief Constable.

THE duty of protecting the persons and property of the citizens devolves upon the Watch Committee, which is the governing body of the police force. It differs from most of the other Committees of the Corporation in that it is a statutory committee with independent powers. The minutes of the other committees must be referred monthly to the Corporation for confirmation, which has the power to accept, amend, or reject their proposals. In the case of the Watch Committee, however, the Corporation has no control over the appointments, punishments, or dismissal of members of the police force. It has control of course over financial matters, but, subject to its approval, the Watch Committee can grant pensions, gratuities and allowances.

The term "Watch" dates back to the time of Edward I, when the "Watch and Ward" were appointed. One of the paragraphs contained in the statute defines the law with regard to the "Watch and Ward." The gates of walled towns were to be shut between sunset and daybreak, and men were forbidden to live in the suburbs except under the charge of a responsible householder.

One of the men of the "Watch and Ward" was stationed at each gate, and strangers were not allowed to pass through the gates during the hours of darkness. Anyone attempting to do so was arrested by the Watch. The Watch was the equivalent of the sentry who, in time of war, was stationed outside the camp, and his duties were purely preventive. It was from this time that the name of "Watch" originated.

For centuries the duties of keeping order devolved upon the parish. The constables were parish officials, and their powers of arrest did not go beyond the parish boundaries. In a City like York, with its thirty-two parishes and four liberties, a criminal could, without much difficulty, escape arrest and punishment.

Prior to the Municipal Corporations Act of 1835, the York magistrates appointed fifty or sixty constables, who were superintended by a peace officer and two assistants. The night watch, which consisted of a captain and four assistants, were appointed by the newly established City Commissioners.

The reforming Act of 1835 abolished the parochial restrictions, and put the whole duty of policing the City upon the Corporation; and one of the first acts of the new Council was to create a police force for the whole City. They appointed as Chief Constable a man from the London police force, which had been created a few years previously.

The Corporation continued the management of the gaols. They disposed of the Bridewell to the York and North Midland Railway Company for the new railway station, but retained the City gaol. Prisons were transferred from Local Authorities to the Home Secretary under the Prisons Act, 1877, and since that date they

have ceased to be a charge on or to be under the Local Authority. The City gaol was then pulled down, and the stone was used for building Skeldergate Bridge.

Government control over the police is considerable. Under Section 4 of the Police Act, 1919, the Secretary of State for the Home Office has made regulations which govern practically every matter connected with the police force. The rate of pay allowances, pensions, clothing, leave, conditions of service, and the disciplinary code are laid down, to which police authorities (in a borough the Watch Committee) must adhere.

The grants received from the Government meet a large part of the total cost, and the Home Office regulates the expenditure to a very great extent. They pay half the cost of the force, and this payment is conditional on a certificate of efficiency being given by His Majesty's Inspector of Constabulary, who may withhold the certificate if any of the regulations relating to pay, pensions, etc., are not carried out.

The Watch Committee is responsible for maintaining the efficiency of the police force as regards numbers and physique, the strength of the force being governed to a large extent by the population. In 1925, York, with a population of 86,530, had a force of 107, consisting of the Chief Constable, Chief Inspector, six Inspectors, eight Sergeants, and ninety-one Constables and fire brigade men.

In order effectively to control the City there are ten day beats, sixteen evening beats, and thirty-four night beats. In addition to the ten day beats, there are eight out-district beats, which include the suburbs of the City, on which a constable resides who does duty during the daytime. These out-districts are so large that it

would be impossible to police them to the same degree as the inner beats unless the police force was considerably increased. Accordingly, the constable responsible for each of these districts performs his eight hours of duty at times varying from 6 a.m. to 10 p.m., after which his district is cut up into night beats in the ordinary way. A constable controls the Bar walls, and is responsible for locking and unlocking them at the proper times.

Constables on night duty are visited at intervals by an Inspector, the object being to ascertain whether they are carrying out their duties satisfactorily, and also to see whether they are safe.

The police pensions are the most generous in the municipal service. A member of the force is entitled to retire after thirty years' approved service, and the compulsory retiring age for sergeants and constables is fifty-five (subject to an extension of five years in certain cases).

The status of a constable as regards pay, privileges, and leave, has considerably improved in recent years. He has now one day's leave per week, instead of per month as formerly, and he also has an allowance for house rent. On the other hand, a higher standard of education is demanded, and much more intelligence and tact and a higher general standard of behaviour are required. These qualities were happily manifest during the general strike in 1926, when the police force was called upon to exercise much discretion and forbearance. Their task was made easier by the assistance rendered by the special constables, many of whom had served in the force during the war.

The aim of the police force is to prevent crime. Some people are apt to look upon the force as an organisation for dealing with crime when it has occurred; but this

is entirely to misapprehend its task. It exists to maintain peace and good conduct in the City, and a much greater service is rendered to the community by the prevention of crime than by merely dealing with delinquents.

It is a tribute to the tact of the police that, in 1926, they made sixty-three calls at private houses, when members of the family had invoked their assistance to prevent assaults, and even to prevent quarrels. Their efforts were usually successful, and very rarely has their presence been resented, or failed to have the desired effect.

An extremely important duty of the police, which the increasing traffic renders more urgent and more difficult, is what is known as point duty. There are nine police-points in York. As a matter of fact, owing to the narrow streets, it is more difficult to regulate traffic in York than in London. So exacting and arduous is the work that a man is never on point duty for more than one hour at a time.

A uniform code of signals issued a year or two ago by the Home Office is now in force. In the City police force, constables engaged on traffic duty wear white sleeves, which were adopted four years ago. These have an advantage over a white mackintosh as the latter will not fit every constable ; moreover, the sleeves are comparatively inexpensive.

Parking regulations, which have been established during the last year or two, are now legalised under the Public Health Act, 1925. York has only a few good parking places near the centre of the City. By utilising these it is possible to some extent to limit the time allowed for vehicles to stand in the main shopping streets, Coyne Street and Spurriergate.

But the work of the police force is not confined to the

duties popularly ascribed to police constables, and few people are aware of the varied range of responsibilities resting upon the force to-day. The police are responsible for collecting certain taxes, such as those on armorial bearings and male servants, and for issuing licences for dogs, guns and dealers in game. That the inhabitants of York are dog lovers is shown by the fact that over 5,400 licences were issued in 1927—a number which implies an average of about one dog for every four families.

Since 1921, in addition to local taxation, the work of issuing all licences in connection with the Road Act, 1920, has also been placed on the police department. The amount of labour involved may be gauged from the fact that during the year ending November 30th, 1927, 14,139 licences were issued, and £46,834 paid into the motor tax account for the City.

The police are responsible for the registration of aliens, of whom there were 131 in York in 1926; the carrying out of the regulations under the Firearms Act is also their work. They license out-porters and issue certificates to pedlars. Stray cats and dogs are disposed of, lost property is restored to its owners; and 160 stray children reported lost in 1926 were returned to their homes by members of the force.

Carriage inspection is another of the duties imposed upon the police. A new scheme for the inspection of hackney carriages has been approved and is carried out by the Watch Committee. A competent official has been appointed to make a thorough mechanical inspection of every vehicle, in place of the somewhat perfunctory method formerly in vogue, and a written certificate of mechanical efficiency is given or withheld for every vehicle inspected. There are four inspections every year,

YORK FROM THE AIR [*Photo by Surrey Flying Services*
(Showing the Walls, Walmgate Bar, and condemned area inside the Walls)

YORK FIRE BRIGADE 1927

for all of which the Committee pays fees. In view of the increasing number of mechanically-driven vehicles, it is certain that this detailed system of inspection is absolutely necessary for the safety of the public.

The Fire Brigade is under the control of the Watch Committee, and is manned by the City Police. It consists of the chief officer, thirty-three police officers and a civilian Assistant Engineer. This is an extremely important department, and requires the most efficient management. There are at the present time three motor engines, a steam engine and two motor ambulances.

The Fire Brigade not only deals with fires which occur in the City, but, by agreement with certain Rural District Councils, attends fires within a radius of seven miles, and is frequently called out to country fires. A financial arrangement has, of course, been made with the District Councils concerned, who pay the Corporation a retaining fee, and in return an engine is always kept in readiness. The number of fires in the City is not large. The Brigade was called out on twenty-one occasions only in 1926, as against fifty-nine in the previous year.

There are now two motor ambulances, one of which is used for City cases only, and the other reserved for country calls. It is a striking fact that the demand for the service of the ambulance has considerably increased in recent years ; so much so that it was found necessary to purchase a second. There were no less than 954 calls for the ambulance in 1926; 129 persons were injured in the streets.

The public buildings, theatres and cinema halls are regularly visited by the inspector, to see that the provisions of the Cinematograph Act and the local regulations are carried out.

Another important, though far from spectacular, duty is that of inspecting the weights and measures in use in the City. This department is worked by two inspectors and an assistant, and as many as 35,000 weights, measures, and weighing instruments are verified in the Weights and Measures Office in a year. That this work is valuable, and indeed indispensable, is shown by the return for 1926, when 4,892 were found to need adjustment, while 2,087 were rejected.

The department is also responsible for testing gas-meters, and issues licences for storing petroleum and carbide of calcium. It tests the weights of coal sold by coal hawkers, tea by grocers, and bread by bakers. Fees are charged for much of the work done, but it does not cover the cost of the department, and, as there is no Government grant, the balance falls on the rates.

THE NET COST OF THE PROTECTION OF PERSON AND PROPERTY IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT WAS:

	By Rate.	Government Grant.	Total.
	£	£	£
Police and Pensions	18,325	17,013	35,338
Fire Brigade	1,548	—	1,548
Weights and Measures and Gas Meters	569	—	569
Licence Department	56 *Cr.*	697	641
	20,386	17,710	38,096

The average cost to the rates of each policeman at work was £181 per annum.

COMPARISON BETWEEN THE NUMBER OF POLICE IN YORK AND OTHER BOROUGHS OF ENGLAND AND WALES.

The Government returns for the year 1925 (the latest available) of the Police (Counties and Boroughs), England

OLD ELIZABETHAN MEASURES
(Now in the Mansion-House)

and Wales, gave the population per constable for York as 824, whilst the average for 123 boroughs was 700. The figures varied from 464 in Liverpool and 524 in Manchester, to 1,016 in Dudley and 1,066 in Stoke-on-Trent.

It cannot be said that the City of York is extravagant in the number of police it employs.

Comparison between the Licensing Statistics of York and the County Boroughs in England and Wales.

Licensing Statistics, per 10,000 population.

	1922.	1923.	1924.	1925.	1926.
On Licences.					
Total, England and Wales	21·50	21·22	18·68	20·68	20·44
County Boroughs	16·42	16·22	12·67	15·78	15·63
York	23·18	23·01	22·34	22·30	22·13
On and Off Licences.					
Total, England and Wales	27·29	26·97	23·79	26·37	26·11
County Boroughs	23·28	23·04	18·06	22·54	22·39
York	34·13	34·11	33·34	33·40	33·61
Convictions for Drunkenness.					
Total, England and Wales	20·01	20·07	18·24	19·30	17·18
County Boroughs	32·20	31·08	24·93	30·43	28·28
York	15·53	11·92	12·50	13·98	17·04

The number of licences in York per 10,000 inhabitants is about the same as the rest of England and Wales, but considerably greater than the other County Boroughs. The convictions for Drunkenness in York during the last five years, whilst similar to the rest of England, have been very much below that of the County Boroughs.

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X

RECREATION

"*The most meek Moses instructs us about making cases for books in the neatest manner, wherein they may be safely preserved from all damage. 'Take this book,' says he, 'and put it in the side of the ark of the covenant of the Lord your God'* (*Deut. xxxi*). *O, befitting place, appropriate library, which was made of imperishable Shittim wood, and covered all over inside and out with gold! But our Saviour also, by His own example, precludes all unseemly negligence in the treatment of books, as may be read in Luke iv. For when He had read over the Scriptural prophecy written about himself in a book delivered to Him, He did not return it to the minister till He had first closed it with His most holy hands; by which act students are most clearly taught that they ought not in the smallest degree whatever to be negligent about the custody of books.*"

"Philobiblon," RICHARD OF BURY.

And paid to William Chymnay, for twelve ells of Musterdevelers, bought for three minstrels of the City at the Feast of the nativity of our Lord. 26*s.*

"Chamberlain's Roll." 2nd year of reign of Ed. IV.

"*God Almightie firſt planted a Garden, And indeed, it is the Purest of Humane pleasure. It is the Greatest Refreſhment to the Spirit of Man; Without which, 'Buildings' and 'Pallacies' are but Groſſe Handy-works.*"

The Essayes and Counsels Civill & Morall of FRANCIS LO VERULAM.

"*Mens Sana in Corpore Sano.*"

Chapter X

RECREATION

Library Committee—Museums and Art Gallery—Musical Entertainments—Parks—Allotments—Baths—Yorkshire Fishery Board—Cost. Bibliography.

Committee.	Members.	Executive Officer.
Library Committee.	10	The City Librarian.
Museums and Art Gallery Committee.	8	The Curator.
Musical Entertainments Committee.	8	The Town Clerk.
Parks Committee.	10	The Parks Superintendent.
Allotments Committee.	9	The Parks Superintendent.
Baths Sub-Committee (Health).	9	The Medical Officer of Health.

THE Corporation provides facilities for recreation through the ministrations of the Library, Art Gallery, Musical Entertainments, Parks, and Allotments Committees. These meet monthly and report direct to the Council. The Baths are looked after by a sub-Committee of the Health Committee. The Corporation co-opts to the Library, Art Gallery, and Allotments Committee outside members who are particularly interested in these subjects.

LIBRARY COMMITTEE

Libraries may, no doubt, be regarded as part of the educational equipment of the City, but it is not inappropriate to deal with them here. Is not all recreation indeed a true means of education, whether thought of in that light or no?

York has been fortunate in having had the Minster Library for many centuries. It was probably founded as early as 669, and its praise was sung by Alcuin, whose poem contains a list of works to be found there. The late Chancellor Raine, its librarian for several years, said, " even in the eleventh century no place in Britain or France possessed such a store of books " as York. Many valuable volumes have been presented or bequeathed from time to time, and it contains a good number of incunabula and MSS. Amongst its treasures are a dozen books printed by Caxton and Wynkyn de Worde. It is especially rich in theological works of the sixteenth and seventeenth centuries, and contains the Hailstone collection of Yorkshire books.

The Subscription Library filled a useful part in the life of the City for a hundred years until it was recently discontinued ; whilst the old Mechanics Institute which was founded in 1846 had a lending library for its members.

York was late in adopting the Public Libraries Act. After two unsuccessful efforts, which were defeated by a poll of the citizens, the City in 1891 bought the Mechanics Institute, opened the Public Library in part of the building and a modest beginning was made. Its history has been one of steady growth in spite of financial limitations, and at the present time some 30,000 volumes are available for borrowing, whilst there are over 17,000 books in the Reference Library. A few years ago, when the old Subscription Library was given up, the Committee purchased the collection of about 30,000 books, containing many volumes of considerable value. The whole collection will be properly housed in the new building.

Few of those who use the Public Library are aware of the difficulties experienced in the past in an endeavour

to provide an adequate supply of books out of a penny rate. Happily, this lean period passed with the Act of 1919, when the restriction was removed.

From the commencement the Committee has been steadily building up a fine collection of the many books either printed in the City, or referring to the City and County. Its policy has been to spend the limited funds available in creating a good central library rather than establishing branches.

The extent to which the Public Library is used is shown by the return for 1926. The number of borrowers' tickets in force was 7,391, and the number of books issued was nearly 200,000. To this number should be added 11,000 issues in the Reference Library. The issues from the new Library show that these figures will be greatly exceeded.

A generous offer of £12,000 for the purpose of assisting in the provision of a new library was made in 1916 by the Carnegie Trustees, but this could not be taken advantage of during the war. It was increased to £13,200 in 1925, because of the rise in the cost of building, and was accepted by the Council. The total cost has proved so high, however, as to prevent the complete scheme being carried out, but a large part of the ultimate building was completed in 1927 and opened by the Earl of Elgin.

The gift of the Carnegie Trustees has enabled the Library Committee, even with a partial scheme, to provide the City with an efficient Lending Library, a Children's Library, Reference Library, and Magazine Room. The site adjacent to the Museum Gardens is an admirable one, and the fine elevation of the new Library does not clash with the Mediæval buildings surrounding it. Unfortunately, the Architect—Mr. Brierley—who has

enriched the City with many modern buildings, did not live to see it completed.

With a limited scheme, the room for housing old prints and engravings of York has had to be postponed. The open-access system is, however, proving a great boon to the public. Borrowers in browsing freely among the books are able to renew acquaintance with many forgotten volumes.

The direction in which the most useful development can take place is in the Reference Library. York is not, and probably never will be, a great industrial centre comparable to the large towns in the West Riding, but its commercial interests are many and varied, and to these a well-selected Reference Library is of the greatest value. With improved means of communication the world gets smaller. It is, in effect, an economic whole; and a reliable bureau, where professional and business men can find at once any information required, must be invaluable to them.

The lighter side of literature of course cannot be ignored. That novels have an educational value is undoubtedly true, but the fact must be recognised that the majority of readers seek amusement rather than education, and there is no cheaper or more wholesome way of obtaining either than by books. All lovers of literature, serious or otherwise, will unite in the hope that in the near future the scheme may be completed, and York provided with a library worthy of its best traditions.

The development of branch libraries is a tempting proposition, and undoubtedly they would be a very great convenience to those living in outlying districts, and would stimulate reading; but the cost of such a policy makes it inadvisable at the present time. For the same

NEW PUBLIC LIBRARY
(Showing Ruins of St. Leonard's Hospital on left)

CITY ART GALLERY

reason the extent of the Reference Library must be limited. It would, however, be of great value if—as recommended by the recent Government report—a National Central Library were established from which local libraries could borrow those books of reference which it will always be impossible for them to acquire. It is obviously cheaper to send a book from one central library, which might be situated in Manchester or Birmingham, to a public library where it could be read under proper supervision, than for the reader to incur the expenditure of time and money in a journey to read a book in the British Museum.

MUSEUMS AND ART GALLERY COMMITTEE

The first Art and Industrial Exhibition in York was opened in 1866. Many successful ones were held in subsequent years, and the present Exhibition Buildings, built in 1879, are a permanent witness to the work accomplished by a handful of public-spirited citizens. In this building were housed the collection of pictures left by Mr. Burton in 1882. In 1893 the building with its contents was transferred by the Trustees to the Corporation, and York thus became possessed of a permanent Art Gallery containing many fine paintings.

The building and the activities for which it was erected were for several years under the control of the Technical Instruction and Higher Education Committees, but in 1912 the Museum and Art Gallery Committee was formed and took over the responsibility.

The Museums Act was adopted for technical reasons to enable a rate to be levied for the upkeep of the gallery —not at all with the intention of forming a museum,

for the City enjoys in its midst the resources of the Yorkshire Philosophical Society's collection. This museum came into being nearly a hundred years ago. The Roman antiquities, housed in the old Hospitium of the Abbey and in the Mediæval Room below the Tempest Anderson Hall, are the most interesting in the kingdom outside the British Museum. Most of them have been found in the City, and fresh material is continually being added.

York has still, it may be pointed out, many examples of half-timbered houses, and it would be of great interest if one of these could be acquired and furnished with examples of the craftsmanship of bygone days.

Since the appointment of the Committee in 1912, the collection of pictures has steadily grown. Oil paintings, water-colour drawings and engravings have been added by gifts and purchases. Its work has been limited by its very scanty resources, but it has been able to add to its permanent collection pictures of local interest or by local artists, including paintings by Richard Jack, Henry and William Moore, and a very good representative collection of Etty's work.

Besides attending to the developments of the permanent gallery, the Committee every year promotes one or two special exhibitions and has in this way brought together interesting collections of the works of the Moore family, other York artists, Turner and Sargent.

It is obvious that the cost of making a great representative collection of pictures is prohibitive; but much could be done over a period of years for a comparatively small expenditure, if an attempt were made to obtain a good collection of English water-colours, or prints and engravings. The York Gallery contains many

interesting subjects of local interest, but the Committee should make a serious attempt to acquire a representative collection of the many engravings of local scenes that have been appearing during the last two hundred years, and a collection of photographs of the City as it is to-day would be of great interest in the years to come.

The lack of suitable accommodation for housing such prints and engravings should be considered in conjunction with the Library Committee. An attractive, but perhaps more costly, scheme would be to roof the ruins of the old St. Leonard's Hospital and use it for this purpose. It would certainly preserve the old building from further decay.

As time goes on, the collection will undoubtedly increase by gift, bequest and purchase, and this growth will outrun the wall space. For some years the Committee has lent its less valuable surplus pictures, for which no space is available, for display in the schools and public institutions, but it might with advantage consider a further suggestion for the use of surplus pictures. As they accumulate why should they not be lent to private houses in the same way as books are lent by the Public Library? Obviously the Committee would not loan the most valuable pictures, but those available for this purpose would be of much more artistic merit than the majority of those in the houses to which they went.

MUSICAL ENTERTAINMENTS COMMITTEE

There is no authentic information of the time when religious plays were first performed in York, but, from the first entry which occurs in the City records in 1388,

it is clear that, from the fourteenth to the sixteenth century, the great Corpus Christi festival was under Municipal control.

These mystery or miracle plays were performed on Corpus Christi day by the numerous craft guilds which existed in the City at that time. The theatres, where the religious plays were exhibited, consisted of high scaffolds placed on wheels so that they could be easily moved from place to place in the City. The performance began about five o'clock in the morning and continued until late at night.

Towards the end of the sixteenth century the citizens of York, after a protracted struggle, agreed to the abolition of the Corpus Christi festival, which during nearly three hundred years they had regarded as the great holiday of the year.

In the fifteenth century the Corporation had a band of minstrels in their service. In the reign of Richard III these were deemed to be of so much importance that, in addition to the fees they received from the Corporation, they were authorised by an ordinance of the Council to collect certain sums annually from all the different classes of citizens according to their rank and means. These minstrels, or "waits," as they were popularly called, had to play at the bidding of the Lord Mayor and his deputy. They were also called upon to perform for the Sheriff on the occasions when proclamations were read and processions made, and they provided music at his banquets. These men, whose duties had become merely nominal, were only three in number when the office was abolished in 1835. They were paid salaries of £4 each per annum, and were supplied with new livery coats and hats once in six

years. Their chains and badges, dated 1546, are now worn by the sword and mace bearers and the Mansion House butler. But though the office was abolished, "waits" continued to exist for many years.

At the present day on Sunday afternoons and evenings during the summer months, first class music can be heard on Knavesmire from military and other bands provided by the Musical Entertainments Committee, which has been set up in recent years. These concerts are exceedingly popular, and attract great crowds of people in fine weather.

Band performances also are frequently given on Wednesday evenings in Rowntree Park, and the public appreciate them. As no charge for admission can be made to either Knavesmire or Rowntree Park, the performances are not self-supporting, but, as the contribution from the rates does not exceed £250 a year, there is little cause for complaint on the ground of cost.

Sometimes a performance is cancelled at the last moment owing to bad weather, but this could be avoided if the City possessed a suitable hall for the purpose. There is a growing demand for adequate provision for concerts and similar functions, and many hoped the erection of a great public hall might have been considered a suitable form of memorial to those citizens who lost their lives in the Great War.

There is an urgent need too of a smaller hall holding 600-800 people, with well-equipped stage and concert platform. There is in York, as elsewhere, a strong and vital amateur dramatic movement, and several amateur societies are producing plays of great interest and of types that the commercial theatre cannot touch. This is a movement well worth encouragement, and, as the

societies have the greatest difficulty in finding a suitable venue for their productions, a small hall suitable for plays, chamber concerts and meetings, would be of great value.

Few towns and cities in the county possess a better site for a public hall than that behind the Art Gallery; and, when finances permit, it will be a wise expenditure of public money to erect there halls adequate and worthy of the City.

PARKS COMMITTEE

One of the oldest playgrounds in the City is St. George's Fields, situated at the junction of the two rivers, the Ouse and Foss, just outside the Castle walls. It derives its name from the Guild and Hospital of St. George, and when the festival of the patron saint was held on St. George's Day the pageant was performed in this field. The chapel of the Guild was suppressed at the dissolution of religious houses, and from that time the field has been used as a playground and place of recreation, " to walk in, to shoot with bows and arrows, and to dry clothes in." Here also was placed the ducking-stool of the City, and not many years ago crowds assembled here to witness the execution of criminals outside the Castle.

The Museum Gardens are about ten acres in extent, and form one of the most delightful spaces in the City. The ground was leased a century ago by the Crown to the Yorkshire Philosophical Society, who laid out the gardens and have preserved the ruins they contain, but the public are admitted on payment of a small fee. In addition to its natural beauty, it contains part of the wall

YORK RACECOURSE
(Ebor Day, 1927)

SWIMMING BATH
(Rowntree Park)

that surrounded the Roman camp of Eboracum, the remains of the hospital of St. Leonard's, founded by King Athelstan, the Hospitium, and the ruins of the Benedictine monastery of St. Mary. The Abbey precincts are surrounded by a fortified wall built in 1266.

On the roads leading out of the City there are four great tracts of land called "strays," with an area of 778 acres. These are partly ancient commons and partly enclosures of certain portions of common lands which under various Acts of Parliament were awarded to the Lord Mayor and Commonalty of York. The legal estate and freehold is vested in the Corporation, whilst the Freemen of the City own the right of pasturage.

In 1906 the Corporation agreed with the Freemen to purchase all their rights in Micklegate stray for a perpetual annuity of £1,000. In the following year the agreement was legalised by Act of Parliament, which vested the stray in the Corporation for the benefit of the citizens at large, to be kept an open space for ever, subject to certain reservations for racing and other purposes of a temporary character.

This stray, known as Knavesmire, consists of about 300 acres, and is a fine centre for sport. For generations past it has been racing that has held the field, for the first meeting took place in August, 1731. The original grand-stand, designed by Alderman John Carr, was opened in 1754. The stand has since been removed, but the arcade was re-erected in the paddock. The Race Committee, who hold two meetings each year—about to be increased to three—have a lease from the Corporation. The enclosures have been enlarged and other improvements made from time to time.

So much for racing. Since the Corporation have been the owners of the stray, ample provision has been afforded for cricket, football, and hockey, whilst the officers of the Garrison maintain two fine polo grounds. The stray is also a good centre for the York Gala and Flower Show, Agricultural Shows, International Sheep Dog Trials, and other events, and as already noted military and other bands play here on Sundays during the summer months.

Whether the other strays are used as well as they might be is often debated, but sooner or later public attention will be turned in this direction in view of the growing demand for recreation grounds. Under the Law of Property Act, 1925, certain changes for the better are possible, for it is provided in Section 193 of the Act that the public shall have right of access of air and exercise to any land which is a common wholly or partly situated within the borough. With the exercise of goodwill on the part of the pasture masters and the Corporation, it would be easy to allocate part of these strays for recreation without financial loss to the Freemen.

But in other directions the Council has certainly recognised its obligation to meet the public demand for recreation. In 1902, Clarence Gardens were opened, and here in 1910 the first municipal bowling green was provided. The number of greens grew rapidly, others being opened on land belonging to the Corporation at Scarcroft, Kent Street, Holgate, Leeman Road, and the Exhibition. Such is the popularity of the ancient game of bowls!

The purchase of a small estate at Heworth in 1914 was a more ambitious step, and part of this was laid out as a small public garden, containing bowling greens, tennis courts, and a children's playground.

ROWNTREE MEMORIAL PARK

REST GARDEN
(Merchant Adventurers' Hall)

During the war little was done to increase the playgrounds of the City, and after the war the arrears of work were so heavy that the Parks Committee resolved to set up a separate department under a qualified parks superintendent.

In 1921 a beautiful park of seventeen acres at Clementhorpe was laid out by Messrs. Rowntree and Co., and presented by them to the City as a memorial to those employees of the firm who had lost their lives or suffered in the Great War. The title deeds were handed over by the late Mr. Joseph Rowntree to the Lord Mayor. A memorial tablet erected within the lych gate at the entrance to the park contains the following inscription :

> " The park and the adjoining playing fields were given to the City by Rowntree and Co. Ltd., at the close of the Great War (1914-1918) as a tribute to the memory of those members of the Company's staff who, at the cost of life, or limb, or health, and in the face of indescribable suffering and hardship served their country in her hour of need.
>
> " Many were inspired by the faith that this war might be the end of war, that victory would lead to an enduring peace, and to greater happiness to the peoples of the world.
>
> " The creation of a League of Nations will be a fitting crown to the faith and hope of the men who fought, and a true memorial to their endurance, heroism, comradeship, and sacrifice."

A small park of eight acres, designed by the Parks Superintendent and carried out by unemployed labour, is situated in Hull Road, between the congested area of Walmgate and the considerable population on the new Tang Hall Estate. The park was opened by the Lord Mayor in May, 1927, and when the new Corporation estate is completed, this will make it one of the most attractive residential parts of the City.

The multiplied opportunities for recreation since the first bowling green was opened in 1910 are a striking testimony to the activities of the Parks Committee. At the present time there are in the City fourteen municipal bowling greens and twenty-three hard tennis courts. The number of separate games played on the bowling greens in 1926 was nearly 58,000 and over 28,000 on the tennis courts. A municipal tennis tournament, established by the Committee in 1924, has done much to stimulate interest in the game, and the finals are a popular event.

Such provision of facilities for sport is a wise expenditure of public money, as, over and above the pleasure afforded, who can estimate its contribution to the physical and moral health of the young? As, however, the majority of people in the City have no gardens, it is equally important to provide places for quiet rest and meditation.

The first of these to be made was due to the generosity of Mr. Arnold Rowntree, who in 1909 gave an open space for the use of those living in Hungate, and later added to this gift a piece of land for a recreation ground in the Leeman Road district.

The North Eastern Railway Company, before its absorption in the great London and North Eastern system, gave the Corporation a valuable piece of land as a site for the City War Memorial. This, together with a small adjacent triangle, and the land between it and the river, leased from the railway company, has been tastefully laid out as a rest garden.

In 1926 the Merchant Adventurers handed over to the Corporation a quiet little rest garden in Piccadilly next to their ancient hall. In the same year St. George's

Burial Ground, where it is alleged the famous highwayman Dick Turpin is buried, was converted to the same purpose, and forms a pleasant oasis in a crowded neighbourhood.

One of the chief features of the City is the River Ouse. The first inhabitants selected the low ridge of hills near the angle of the Ouse and Foss as the site of their first settlement. For four centuries the Romans probably used the river as their chief highway to the sea, and, on their withdrawal from the country, the broad channel of the Ouse gave easy access to the City to Angle, Dane, and Norwegian invaders. To-day the river is much used for fishing and boating, and its banks on both sides below the City have been planted and laid out as pleasant promenades. One of these, the New Walk, nearly a mile in length, has been in existence since the sixteenth century. The promenade was greatly improved from time to time, and an avenue of trees was planted in 1733. It would be well if these fine avenues could be extended to the City boundary.

Above the City, one side of the river has been laid out in the same way, but the other side is very far from attractive. Between the river and the main railway line leading to the north an unattractive district of working-class houses has been built on the higher ground, and close by, between it and the river, is some low-lying land of very little value. This could be made into a most attractive park, and would do much to brighten this dreary and isolated part of the City.

One of the features most interesting to visitors who crowd here in the summer months is the City walls, nearly three miles in length, built upon the grassy ramparts. A small stretch opposite the station entrance

has been planted with bulbs, and in the spring when the daffodils are in bloom these banks are a lovely sight. At comparatively little cost the whole of the ramparts could be dealt with in a similar manner, and a glorious riot of colour would make a worthy setting to the old grey walls.

Though much has been done by the Parks Committee in recent years, much remains to be done. For example, all the old disused burial grounds within the City walls could be converted into quiet little rest gardens, and the cost would be slight.

Another desirable improvement would be the removal of the grim and forbidding massive stone walls by which Clifford's Tower is partly surrounded. The building of the walls was commenced in 1826, and therefore, in comparison with the Castle, with its eight centuries of chequered history, they are comparatively modern and possess no historic value. Sydney Smith was one of the Committee of magistrates that built the walls : they were referred to at the time as one of " Sydney's hardest jokes."

Unfortunately, the City Council has no jurisdiction over the Castle or grounds. The Government, represented by the Prison Commissioners, holds the major part of the buildings, and the remainder is controlled by a County Committee representing the three Ridings.

In 1890, the removal of the walls and the substitution of a low palisade was strongly advocated, without success, by the citizens ; and in 1910 the City Council appointed a deputation to wait upon the County Committee with a similar proposal, but again without success. The Council agreed to seek Parliamentary powers to remove the walls, but in January 1914 the clause relating

thereto was withdrawn from the draft Bill, after a conference with the County Committee.

The attitude of the County Committee is difficult to understand, as the walls serve no useful purpose. Their removal would open out a delightful view of the Castle Green, Clifford's Tower, and the mound upon which it is built, and at the same time it would enable the Council to widen the bottle neck in Clifford Street.

These are all practical schemes, and public money is well employed in transforming fragments of waste ground into places of beauty, for man does not live by bread alone. "If you have two loaves of bread," says a Chinese proverb, "sell one and buy a lily." The vivid colour of flowers, the green of grass and trees, the song of birds, the imponderable things of open spaces, all minister to man's deepest needs.

ALLOTMENTS COMMITTEE

Municipal allotments were first provided in York in 1905 on land belonging to the Corporation. The Great War gave a new impetus to the movement. Under D.O.R.A., Local Authorities were given drastic powers to acquire land for this purpose. These special powers terminated in 1923, but in the intervening years a demand for land had been created, and this valuable movement was established on a sure footing.

Under the Act of 1922, the most useful of all measures dealing with the question, Local Authorities must, unless exempted by the Ministry of Agriculture, set up an allotment committee, composed of members of the Council with a proportion of co-opted persons representative of the interests of allotment holders in the area.

To-day the Corporation owns or leases 173 acres, and the total number of municipal plots under cultivation is 2,420. The rent of each plot of 300 square yards is 12s. 6d. plus a small charge for water, and the income on the whole just balances expenditure. The net annual profit to the tenant of a well-cultivated plot is about £8; therefore the added wealth to the community from this source is about £18,000 a year, not to mention the healthy recreation it affords.

The difficulty in providing allotments has always been to obtain a rent that covered the cost of acquiring the land, as the Corporation could not put any of the expenses on the rates. This difficulty was partially met by the Act of 1925, which provided for financial assistance not exceeding a penny rate.

Much interest in the allotment movement is fostered by shows promoted by associations of tenants, and in particular by the remarkably successful annual show for York and district promoted by the *Yorkshire Gazette*.

The development of suburbs like the Tang Hall Estate, where a good garden is secured to every house, may in the future affect the demand for allotments. Obviously the ideal form in which land should be provided is a good self-contained garden to every house, so long as there is a sufficiency of land to meet the demand.

The allotments provided hitherto are no charge on the rates, but, if the movement is to progress in the future, efforts must be made to obtain more security of tenure. Much of the land now used for allotments will in due course be absorbed for housing purposes, and it will then be the duty of the Corporation to obtain other land for cultivation. It will probably be found necessary

to go outside the City for this purpose, and though this will cause some little inconvenience for those who are dispossessed, there appears to be no alternative. From the tenant's point of view, however, the most important question is security of tenure, and land should be purchased if and when it can be obtained at a reasonable price.

The value of the allotment movement during periods of unemployment cannot be over-estimated. In addition to the value of the produce to the household, an allotment helps in no small degree to save a man from the deterioration which follows prolonged spells of unemployment.

BATHS SUB-COMMITTEE

York, being situated on two rivers, has always possessed excellent bathing facilities for those who can swim. Roman York had its Turkish Bath, but after the destruction of the Roman city, York had to wait until 1691, when one was built where one could " sweat and bath and be cupped after the German fashion for 5s." About the same time the owner of the waterworks installed slipper, shower and other baths in the water-tower, and these were in use until St. George's Baths were opened in 1880. There also existed an excellent plunge bath near the New Walk, notable for the exceeding coldness of the water. It is probably the fact that the bathing facilities in York were never equal to those in Roman York, until 1880, when the Corporation erected two covered swimming baths in St. George's Fields. These baths are about 70 feet in length by 25 feet wide, and there are also first and second-class slipper baths and a shower bath.

In 1909 the New Yearsley Baths were constructed by Messrs. Rowntree and Co., and presented by them to the Corporation. The large open-air bath is 150 feet long and 50 feet wide, and there are also warm slipper baths.

Some three years ago a well-appointed open-air swimming bath was put up by the Corporation in Rowntree Park, a work that was carried out as an unemployment scheme by the Health Committee. The bath has an area of 150 feet by 50 feet, and there are shower baths and foot baths.

A small charge is made at St. George's Swimming Bath, and the attendance in the season of 1926 was 15,159 men, 7,297 women, and 24,300 children. The open-air swimming baths are free, and there is no record of attendance, but at the New Yearsley Baths the estimated daily average attendance is over 600, and this number is doubled during the hottest months of the summer.

Attendance at the swimming baths is included in the school curriculum and the art of swimming is encouraged. Every child who is able to swim the length of the bath receives a medallion, and about 300 of these are issued yearly.

The existing provision of baths, however, is still inadequate to meet the requirements of the City. Fortunately all new houses erected by the Corporation contain a bathroom ; the need for slipper baths therefore does not arise in such places as the Tang Hall Estate ; but the demand is great in the older parts of the City.

By an extension of St. George's Baths additional slipper baths could be provided, and the installation of a Turkish bath would meet a public need. The provision of a swimming bath and slipper baths in the Leeman Road district should be considered by the Corporation in the near future, as this would serve both sides of the

river on the west of the City where no such provision exists at the present time.

YORKSHIRE FISHERY BOARD

The district under the supervision of the Yorkshire Fishery Board includes all streams and waters in the watershed of the Ouse, together with those flowing into the Humber on the left bank. To it is entrusted the duty of looking after the purity of the rivers and the fresh water fishing within its area.

The York Corporation appoints three members upon its Board.

The possibilities of the provision of these amenities of City life are only limited by the capacity of the local exchequer. It is only London, by far the wealthiest city in the kingdom, that has parks, libraries, museums and picture galleries paid for out of the national exchequer. In provincial cities the whole cost of these must be provided out of the rates, as the Government do not give any grant towards these services. The total cost of the amenities provided at the present time is only a small proportion of the local expenditure, and the result gives very general satisfaction to the ratepayers.

THE NET COST OF RECREATION IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
	£	£	£
Public Library	3,251	—	3,251
Museums and Art Gallery ..	1,441	—	1,441
Musical Entertainments.	212	—	212
Parks	7,744	2,220	9,964
Baths	1,011	296	1,307
	13,659	2,516	16,175

The Government Grants were for work by the unemployed.

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XI

MUNICIPAL TRADING

"*. . . It may, therfore, please our soveraine lord the king with the assent of the Lordes, spirituall and temporall, and of the Commons in this present Parliament assembled, that it may be enacted by the auctoritie of the same that no maner of person or persons dwellynge and inhabitying within the said Countie of Yorke or nighe unto the same, shall after the feast of St. Michaell tharchangell nexte commynge, make any coverlettes or coverynges to be put to sale onlesse such person or persons after the said feaste be inhabitying or dwellyng within the citie of Yorke or within the suburbes of the same. . . .*"

34 & 35 Henry VIII—part of Chapter X. An Act for the true making of coverlets in York.

Chapter XI

MUNICIPAL TRADING

Water—Gas—Ouse—Foss—Pleasure Boats. Markets—Provisions—Fairs—Corn—Cattle. Diseases of Animals Act. Estates—Electricity—Tramways—Bibliography.

Committee.	Members.	Executive Officer.
Ouse and Foss Navigation Committee.	10	The River Manager.
Markets Committee.	10	The Markets Superintendent.
Estates Committee.	10	The City Surveyor.
Electricity Committee.	10	The Electrical Engineer.
Tramways Committee.	10	The Tramways Manager.

THAT glorious day has long passed since a town has been allowed a monopoly such as that granted to the citizens of York in Henry VIII's reign, whereby coverlets could not be made for sale by anyone living in Yorkshire outside the City of York.

It would be interesting to hear the comments of the West Riding were any such proposal brought before Parliament to-day!

British public opinion is always against special privileges and very chary of granting monopolies even to representative bodies. Those trading monopolies most generally exploited are the supply of gas, water, electricity and street transport. Of these the York Corporation is responsible for the supply of electricity and street transport only. They undertook the supply of the former when it became a commercial proposition

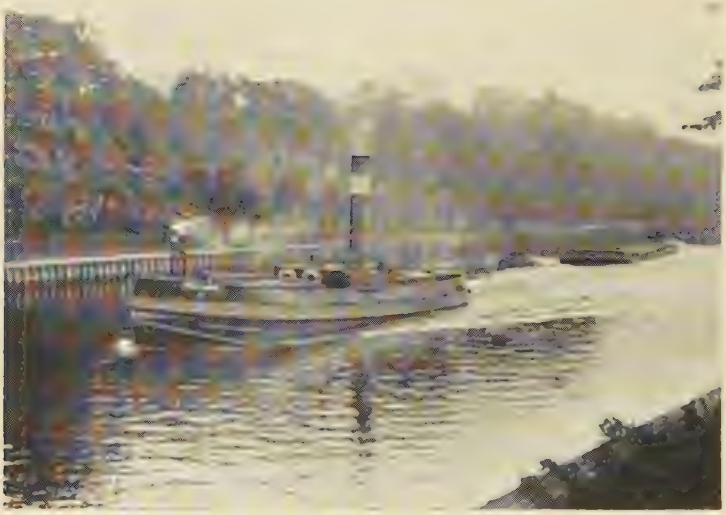
over a quarter of a century ago, whilst they purchased the old horse tramway system from a company on the expiration of its lease.

The markets have belonged to the Corporation from time immemorial, and they have been Trustees of the Ouse navigation for 200 years, so that it cannot be said that their municipal trading is of modern growth.

York is fortunate in having an ample supply of good water within easy reach. This is distributed by a company which was started as long ago as 1682. Later Colonel Thornton installed an engine for pumping water into the old tower still standing on the edge of the river, which once formed part of the defences of the City. The unfiltered water was then distributed through wooden pipes to a few of the larger houses. The present company was formed in 1846 to give the City a pure supply. Filter beds were constructed just outside the City boundary, and the water is pumped out of the river. The reservoir used is the mound that tradition says was erected on the death of the Emperor Severus.

The manufacture of gas has been a private monopoly for over a hundred years. In 1844 the two existing companies were united into the present one, which has since served the City. A few years ago, after negotiations, the Corporation agreed with the gas company to purchase the undertaking, but it was defeated by the citizens on a poll, probably owing to the mistaken opinion that the days of gas were numbered.

The Council Committees set up to operate the trading monopolies are the Ouse and Foss Navigation, Markets, Electricity, and Tramways Committees. The Estates Committee looks after most of the property owned by



NAVIGATION ON THE RIVER OUSE

YORK CATTLE MARKET

the Corporation, whilst there has been a committee in recent years to further the commercial development of the City. All these report direct to the City Council.

OUSE AND FOSS NAVIGATION COMMITTEE

In the Middle Ages the prosperity of York was materially due to the River Ouse, which was of vital importance to the City until the advent of railways. Does not Defoe tell us that that distinguished mariner, Robinson Crusoe, was born "in the year 1632 in the City of York, of a good family"? From time to time many extensive schemes were prepared for the improvement of the navigation, but little of a practical character was attempted until 1726, when an Act was passed for this purpose.

Under this Act Trustees were appointed, consisting of the Lord Mayor, certain high officers of the City, and some members of the Corporation. The Trustees were given powers to improve the navigation, and the right to charge tolls on all river traffic above the mouth of the River Wharfe. In 1757 a lock was constructed, and another in 1887, at Naburn, about six miles below the City, and in 1823 the Trustees built themselves a banqueting hall there.

In 1835 these powers were vested in the Corporation, who became Trustees and Conservators of the navigation from Nun Monkton, nine miles above the City, to a point opposite Trent Falls. In 1884 the Aire and Calder Navigation were enabled by Parliamentary Powers to limit the jurisdiction of the Trustees to a point one and a half miles above Goole, making a total of forty-two miles

of river under their control. Unfortunately this obligation to maintain the navigation confers no corresponding powers to derive revenue below the mouth of the Wharfe. No dues are levied on goods for places below this point, although they benefit from expenditure on the navigation.

The River Ouse is tidal to Naburn Lock. This lock accommodates vessels of 300 tons, and with only one lock between York and Hull, a distance of about eighty miles, the river is navigable on spring tides for vessels 134 feet long with a maximum draft of 10 feet. The six bridges which span the river below the City open to admit the passage of vessels with fixed masts.

Below Naburn Lock the Trustees find great difficulty in keeping the channel of the river at a proper depth for navigation, by reason of the great deposits of floating sand or "warp," which is distributed by the tides; and continual dredging is necessary. In its tortuous and winding way from York to Goole the river practically flows north, south, east, and west, and these frequent curves and bends increase the difficulties of navigation, and exercise a serious influence on the tidal flow.

Many schemes have been prepared for shortening the river at different points, which would be of great assistance to safe navigation. Chiefly on the ground of cost none of these has been carried out, and it is doubtful if any heavy financial commitments could be justified without additional sources of revenue. At the same time much can be done, and money might be spent in the repair of the river banks, and the removal of some of the very sharp bends of the river. The breaking down of the banks and the widening of the river in places has added to the warp trouble. Repair of the banks and the maintenance of a regular width would increase the natural

scour of the river bed and improve its depth. Reports on the improvement in the navigation were made in 1834, 1835, 1866, 1871, 1876, 1880, 1881 and 1906.

The Corporation being the Conservators of the river within its jurisdiction, the administration is carried on by the Ouse and Foss Navigation Committee, as a separate trading concern. So far as the Ouse is concerned, it cannot become a charge on the rates or contribute to the revenues of the City, and, until the Committee obtain additional sources of income, no material improvement in the navigation is possible.

The little River Foss rises above Sheriff Hutton and joins the Ouse at Blue Bridge. Under an Act of Parliament passed in 1793, a company was formed with powers to make reservoirs at Oulston Moor, fourteen miles above York, from which water is taken, and to make the river navigable. In 1853, the navigation was purchased by the York Corporation from the Foss Navigation Company, primarily for sanitary purposes. The upper reaches were abandoned by Act of Parliament in 1859, and only about a mile and a half of the navigation in the City was retained. The reservoirs at Oulston Moor are still in the hands of the Trustees, and the chief benefit derived is in flushing and purifying the Foss during hot weather.

This part of the undertaking differs from that of the River Ouse, as it can become a charge on the rates when there is a deficit.

At the present time the Trustees own and operate three tugs, which are used for towage between York, Selby and Hull. The river-borne traffic consists in the main of corn, coal, and groceries for domestic purposes, the main raw materials for local industries, and material

for building. The increase of traffic in sand and gravel is some indication of the extent to which concrete is used in modern building. Petrol and paraffin are largely imported, and an increase in traffic from this source may be expected.

In 1900, the average load of vessels trading on the river was 112 tons, and this has increased to 130 tons at the present time. Thirty years ago there were numerous small owners with two or three vessels in regular use, but these have largely disappeared, and almost all the river traffic is controlled by three or four large firms.

The development of river trade has probably suffered from the fact that the Trustees have had no power to provide storage and discharging or loading facilities. Whatever progress has been made in this direction has been done by individual firms, except in the matter of the bonded warehouse, which the Corporation erected on the river in 1873 for the benefit of the traders.

If the Trustees were in a position to compete in the carriage and distribution of goods, it would probably be to the advantage of the undertaking. The tugs operated by the Trustees have been of considerable assistance in the development of traffic. All profits are used for the benefit of the navigation generally, and no large reserves have been built up for renewals.

It is becoming increasingly difficult for the towing services to pay their way on the Selby to York length, which is operated at a very low rate. In 1900 the bulk of the towing on the river was done by the Navigation tugs, but at the present time there are twenty vessels licensed for towing, and the increasing tendency of traders to acquire vessels for both towing and carrying cargo has an adverse effect on the towage receipts. While the

Trustees have no power to levy dues below Wharfe mouth, a considerable income is earned from towage below that point, and the income directly benefits the traders of the City.

The revenue then is derived in the main from dues on the traffic, the profit on the towage account, if any, and the rents of some property. A small sum is also obtained from a salmon fishery on the river.

The future of the undertaking is bound up with the industrial development of the City and district. Owing to low navigation dues, good railway facilities, the close proximity of the coal fields, and the fact that raw materials from ocean-going steamers at the ports of Hull and Goole can be easily lightered to the City wharfs, York is favourably situated for manufacturing purposes.

The Gouthwaite Reservoir was constructed in 1890 on one of the tributaries of the Ouse above York, under the Bradford Corporation Waterworks Act. It stores water for accommodation purposes to ensure an adequate supply in the river below the Reservoir. It discharges 26,000,000 gallons daily into the Ouse spread over the twenty-four hours, so that the permanent level of the river is maintained. The Chairman of the Ouse and Foss Navigation Committee with the Chairman of the Health Committee represents the Corporation on the Gouthwaite Board.

Licensing of Pleasure Boats

Rowing boats on hire are licensed by the Ouse and Foss Committee and the number of passengers limited, according to the cubic capacity of the boat. An enamelled plate showing the number of passengers to be carried is affixed to each boat, and a licence fee of 1s. 6d. per

annum is charged. Bye-laws for the regulation and protection of pleasure boat traffic on the River Ouse were approved by the Board of Trade in 1896.

Motor and steam launches carrying more than twelve passengers are inspected as to sea-worthiness, life-saving appliances, etc., by the Board's Surveyor, and duly registered. An embarkation fee of 1s. is charged for each journey made from a York landing.

MARKETS COMMITTEE

Markets and fairs have existed in York from time immemorial, and there is no record of these having belonged to any other than the Corporation. For generations, Pavement and the adjacent streets were the centre in which these were held. In the early years of the last century, owing to the growth of the population, the inconvenience and danger to the public caused by the congestion of traffic in these narrow streets became intolerable, and a special body of market trustees was created to secure more suitable accommodation. In 1833 an Act was passed for "improving and enlarging the market places within the City and rendering the approaches thereto more commodious." Powers were thus obtained to clear away blocks of old property between Pavement and St. Sampson's Square, and to levy a rate to defray the cost. In 1836 the new market was opened, and it has continued on the same site to the present day.

The provision market is not only a great boon to the people, but brings in a moderate but steady revenue to the City. Owing to the increase in vehicular traffic, the necessity for maintaining a road through Parliament Street on market days is alleged from time to time, but

so far the proposal has been successfully resisted. The present site is as attractive and convenient as an open market can be made, and the recent repaving and the installation of electric light adds considerably to the comfort of both tenants and the general public. A covered market would no doubt benefit both stallholders and public, but there is no available site near by, and it is exceedingly difficult to move a market from an established position, even though the accommodation may be improved.

As a result of prolonged agitation by business and other residents in and around Parliament Street, the two annual fairs have been removed to St. George's Fields. The Show people are not altogether content, but from the point of view of revenue the change has proved satisfactory, as there has been a steady increase in income from this source.

Town and country have been brought closer together in these days, and the Martinmas Fair has ceased to be the centre of hiring for farm service. But even now, in spite of wireless and "movies," the interest in the old-fashioned swings and roundabouts does not seem to diminish.

The Corn Market is held on Saturday afternoons in Coppergate, where a crowd of farmers foregather in all weathers for gossip and business. A corn market built by the York Exchange Company was opened in 1867, but in time it failed to attract, the farmers gradually drifted back to the time-honoured spot in the street, and the Corn Exchange was subsequently converted into a music hall.

The Markets Committee have built a small corn market in Coppergate for the use of corn merchants and

farmers, and it should make a strong appeal to those compelled to carry on business under difficult conditions. It is doubtful, however, whether the present intolerable congestion of farmers in Coppergate on Saturday afternoons can be removed without strong action on the part of the police.

York is the nerve centre of a great and important agricultural area, and possesses not only the largest and best equipped cattle market in the North of England, but one that is held to be among the best constructed markets in the country. A fortnightly cattle fair has been held in York since 1590. In 1826, the fair was moved from the street in Walmgate to its present site on the then open land just outside the City Walls. In those far-off days, there were no archæologists to prevent the conversion of the moats into cattle pens. The market was improved in 1855, a branch railway was constructed to it in 1879, the auction mart was erected in 1904, and considerable expenditure has been incurred in improvements from time to time.

The Cattle Market has an area of about six and a half acres; the covered portion is used for the sale of fat stock on Monday of each week, and also affords lairage for Irish cattle awaiting the market in the winter months. Here also important shows and sales of pedigree cattle and pigs are held.

The total number of cattle, sheep, and pigs that passed through the market in 1914 reached the record figure of 326,460. The decrease in recent years has been due to recurring outbreaks of foot-and-mouth disease, which compelled the closing of the market.

Up to the year 1914, the market was held fortnightly, except during the large autumn sheep fairs in September

and October, which were and still continue to be weekly events; but since 1914 weekly markets have been the rule. The store cattle market is held on Thursday in each week.

York, from its natural position and excellent railway services, will always be a good market for store cattle, but its shows and sales of pedigree stock are increasing. At the present time these consist of pedigree cattle such as Shorthorns, British Friesians and Aberdeen Angus. Sales of Berkshire, Middle White, and Large Black Pigs are held periodically during the year. There is also a very successful Fat Stock Show in December, and the York Horse Show takes place during the same month. The Cattle Market like the Provision Market makes a valuable contribution to the rates.

The Markets Committee have recently purchased a small farm of fifty acres of pasture land on the outskirts of the City to provide accommodation for the large number of Irish and other store cattle sent to the weekly market at York.

The Local Authority has duties under the Diseases of Animals Acts, and these it is required to delegate to one of its Committees. In York it is the Markets Committee, and this is accordingly responsible for proper provision for inspection of animals and for the carrying out of all Orders. This has been met by the appointment of two Veterinary Inspectors, who work under the instructions of the Committee.

The general power of making orders is vested in the Ministry of Agriculture and Fisheries, and the duty of publishing these Orders and seeing that they are carried out devolves upon the Local Authority. The Local Authority also has power to make Orders for local

application, but this is not now often exercised, as the orders made by the Local Authority have to be submitted to the Ministry, and generally the Orders issued by the Ministry meet the local requirements.

On an outbreak of foot-and-mouth disease the Veterinary Inspector has power to make a stand-still Order at once, and on the confirmation or otherwise of the outbreak by an Inspector of the Ministry, either an Order is made by the Ministry affecting an area of fifteen miles from the scene of the outbreak or the Order is withdrawn. After an Order has been made it is the duty of the Local Authority to enforce its provisions within its area.

The power of slaughtering animals is vested solely in the Ministry, which is also responsible for the payment of compensation.

Orders have recently been made with regard to the sanitary condition of temporary accommodation or lairages for cattle, the cleansing of conveyances of all description used for carrying animals, and the keeping of records by persons moving animals ; and the Committee has to see that the requirements of these Orders are complied with.

ESTATES COMMITTEE

This Committee has charge, in the first place, of the Bars, as the old gates are called, and the City Walls, which form a very pleasant walk round the City some three miles in length.

It is also responsible for the upkeep of the Mansion House, and its valuable old silver and portraits ; the Theatre, built as long ago as 1765 ; and it has recently acquired the old Assembly Rooms built in 1730. Some

years ago the Committee built a bonded warehouse on the river for the use of traders. Apart from these buildings of a public nature, the Corporation has no large amount of property which produces a revenue.

There is no doubt that the dwellings constructed under the various housing schemes should be transferred to this Committee, and a regular Estate Department formed to look after what will eventually be a large property.

The officer under the old Corporation whose duty it was to look after its estates, was called the City Steward. At the present time their management is part of the duty of the City Surveyor.

ELECTRICITY COMMITTEE

The electricity undertaking is the most valuable of the trading monopolies possessed by the Corporation. When it was first developed just over a quarter of a century ago, the Council decided to keep the exploitation of electricity in its own hands rather than allow it to be developed by a private company. The extent of its growth may be measured by comparing the number of consumers and units sold in 1901, the first year of the undertaking, with the figures for the year ending March 31st, 1927. The number of consumers in 1901 was 190, and 218,622 units were sold. In the year ending March, 1927, the number of consumers had increased to 7,230, and the number of units sold to 19,000,000. The area of supply at the present time is approximately that within an eight-mile radius beyond the City boundary.

Development has been most marked during the post-war years. In 1921 additional consumers numbered 291, and in the year ending March, 1927, new consumers totalled 1,090. In the last seven years the number of

units sold has increased from 12,000,000 to 19,000,000, and the average weekly gross income now exceeds £2,000.

The Committee operates two power stations. At Foss Islands, electricity is generated by steam, the capacity being 20,000 kilowatts. The other is a small hydro-electric station at Linton on the Ouse, about nine miles above York. The main reason for erecting this was the high price of coal at the end of the war.

The power-house at Linton contains two 360 h.p. and one 280 h.p. turbines, to which are geared generators with a maximum output of 750 kilowatts. An automatic shutter, the first to be erected in this country, is constructed on the weir, and is designed to allow surplus water to pass when the height of the river reaches a certain level. The estimated output in normal years is 2,750,000 units.

The improvement and enlargement of the plant at Foss Islands has materially reduced the consumption of coal. A few years ago four pounds of coal was used to generate one unit of electricity, but only 2 pounds are now required. Broadly it may be stated that with coal at 15s. per ton, it is cheaper to generate with steam, but with coal over 15s. per ton, water power would be cheaper. The working costs at Linton are low, and, when the loan has been repaid, the station will be a very profitable one for the City. It has also made it possible to supply a larger area. All the villages en route are served from cables connecting Linton and York, and recently the service has been extended as far as Aldwark.

From a financial point of view, the undertaking is thoroughly sound. The amount of capital expended to the end of the last financial year is £484,000, and of this

£228,500 or over 40 per cent. has been repaid. In addition, a reserve fund of £42,000 has been accumulated out of profits, whilst a further sum of over £52,500 has been spent in capital expenditure.

The policy of the Committee of providing electricity at the lowest possible cost consistent with sound finance has justified itself. Large consumers find it more profitable to obtain current from the Corporation power station than to produce it themselves, and the sale of cheap power to manufacturers is no small contribution to the trade of the City.

The charge for electricity is 4¼d. per unit for general lighting, and 1½d. per unit for power up to 1,000 units per quarter, with substantial reductions if this is exceeded. An alternative method of charging for private houses, where the premises are lighted throughout by electricity, is a fixed rental of 15 per cent. of the net rateable value, plus ½d. per unit for lighting, heating, or cooking.

To encourage the use of electricity in small houses, a hire-purchase system has been adopted by the Committee. To meet the wiring and installation costs, the flat rate per unit is increased by 2d. When sufficient units have been consumed to meet the installation costs, the ordinary rate is charged. The increased use of electricity amongst domestic consumers for other than lighting purposes, is shown by the large number of cookers and fires installed, while many have vacuum sweepers, and electric irons have been supplied to thousands of consumers.

The York Housing Committee have erected four "all-electric" houses as an experiment. The charge for electricity is a basic rate of 10d. per week per house, plus ½d. per unit consumed, and it will be a valuable guide to the Committee in future developments.

An urgent need of the undertaking is the provision of better showrooms, in order that the public may have an opportunity of seeing the various labour-saving electric appliances that are now available for domestic purposes.

The scheme for the area of Yorkshire and Lancashire in which the City of York is included is now under consideration by the Electricity Commissioners, and should be completed this year.

York is on the fringe of the industrial area of the county, and it is doubtful if the City will be included in the preliminary scheme, but may be allowed to progress by itself for some years.

There is no space for further extensions at the existing generating station at Foss Islands Road, so that when the time arrives for additional supply, it will be necessary to obtain sanction from the Electricity Commissioners to build a new power station, or alternatively to purchase current from the Central Board. In any event it is unlikely that the existing Generating Station will be entirely superseded for some years, and then only when the Board can supply from the "grid" at less cost than it can be generated locally.

TRAMWAYS COMMITTEE

The Corporation obtained its Light Railways Order in 1908, and in February, 1909, purchased the old City of York Tramways Company for £8,856. A poll of the electors was taken, and there was a majority of nearly two to one in favour of municipal ownership and control.

The construction of the track and electrical equipment was carried out at a cost of £78,827, and the provision of eighteen cars and a motor watercart involved a further

expenditure of £10,914, whilst additional heavy cost was incurred for street improvements, a serious item in an old town with narrow streets.

Electric trams began running on January 20th, 1910, and by June of the same year, further sections were opened to traffic, whilst, in 1915, an extension was made in Hull Road.

The revenue from passengers carried rapidly increased. The first year's complete receipts to March 31st, 1911, amounted to £17,604, leaving a net surplus of £1,924. For the year 1916 the car miles run by the trams had increased to 763,027 from 458,364 over the first full year of electric traction, the passengers carried had increased to 8,500,000 from 3,800,000, and the revenue to £35,960 from £17,604 for the same period.

In 1915 the demand for increased transport services had become so urgent that it was decided to extend the system by omnibuses and electric accumulator vehicles. In 1918 the omnibus service was reorganised and new petrol buses added in subsequent years.

From the year 1915, when the omnibus system was established, to the end of 1923, there was a loss on the undertaking, working expenses alone exceeding the revenue for the years 1919-23. From that year, there has been a profit on petrol buses after meeting all charges. The undertaking now possesses fifteen omnibuses, and the bus mileage for the year ending March, 1926, was 194,498, the number of passengers carried was 1,206,655, the total revenue £9,737, and the net profit £426.

In 1919 the Committee decided to operate a service of railless cars between Pavement and Stockton Lane. This service consists of four cars, the car mileage for the year ending March, 1926, was 64,398, passengers carried

496,716, total revenue £4,066, and the deficit £1,121. The heavy deficit is due mainly to the high capital charges, as the cars were purchased during the period of high prices.

Up to the year 1922, the Tramways and Electricity undertakings were under one management and controlled by one Committee. In view of the enormous growth in the demand for electricity, and the extension of transport services, it became obvious that the joint undertakings were too great for efficient management by one man, and in that year the Corporation resolved to set up a Tramways Department, in the belief that the undertaking was capable of considerable improvement.

There are now thirty-seven tramcars operating over eight miles of single and double tracks. For the year ending March, 1926, the car mileage was 825,808, the passengers carried numbered 7,451,917, and the net profit was £1,490. The total capital expenditure for the same period (excluding railless cars and omnibuses) was £208,180. Of this £43,006 has been repaid, the balance outstanding being £165,173, spread over the remainder of the loan period of forty years for permanent way and fifty years for buildings.

The charge is a flat rate of 2d. for any distance over the tram system, including transfer if desired. The question of penny stages is a subject of acute controversy, but from reliable data based on experience it is abundantly clear that the undertaking cannot pay by any other method than a universal twopenny fare. The bulk of the revenue is drawn from within a narrow radius of the centre of the system. York is a comparatively small isolated community of about 86,000, and the service is carrying above the average for the whole country. With the experience of

penny, three-halfpenny, and twopenny fares, it is evident that about 9,000,000 passengers per annum is the maximum that may be expected with any degree of confidence, and until there is a substantial reduction in running costs, York cannot provide the increased number of passengers required to make good the loss which would result upon a reduction of fares.

The tramway system just pays its way. On two occasions the undertaking has been subsidised from the rates, whilst on two occasions contributions have been made in relief of the rates. Tramways throughout the country have been hard pressed as a result of high wages and materials, particularly since the War, and in York it was impossible at first to obtain powers to increase the fares to cover increased running costs. This delay resulted in a net loss of over £10,000 in two years alone.

For the financial year ending March 31st, 1926, the mileage of the combined undertaking was 1,084,704, the number of passengers carried 9,155,288 (the whole population of York travels twice over, every week during the year), total revenue £74,045, and the net profit £794. In the year ending March 31st, 1927, the figures were less satisfactory owing to the strike.

It should be noted, however, that maintenance and repair of the permanent way is an annual charge on the undertaking of £5,000. This is surely unreasonable; the damage done to the roads by the trams is negligible. It is true that costly repairs to track are often necessary, but in many cases this is due to the concrete beds having been fractured by heavy motor vehicles and steam lorries, the latter being often mounted on bare steel wheels.

Whether it will be wise to incur further heavy capital expenditure in laying down more steel rails is doubtful;

but, before there is any serious increase in the services, every method of passenger transport should receive full consideration by the Tramways Committee. The railway line, rivers, narrow streets in the City, and the gates in the old fortifications limit the possibilities of trams, and to some extent the same difficulties apply to railless cars. Probably the tramcar is the cheapest and most expeditious method of transporting large masses of people, and, so long as they pay their way and liquidate capital charges, there is much to be said in their favour.

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Local

Aspects of the City as an Industrial Centre.

XII
THE ALLEVIATION OF DESTITUTION

The rich man's wealth is his strong city, the destruction of the poor is their poverty.

Proverbs x, 15.

Chapter XII

THE ALLEVIATION OF DESTITUTION

Historical—Board of Guardians—House Committee—Institution—Yorks. Joint Vagrancy Committee—Boarding Out—Children's Homes—Out-Relief—Scale—Finance Committee—Collecting. Corporation—Old-Age Pensions—Blind—Unemployment — Local Employment Committee — War Pensions. Cost. Bibliography.

Committee.	Members.	Executive Officer.
GUARDIANS.		
Joint Union :		
House	18	The Clerk to the Guardians.
Boarding Out.	15	The Clerk to the Guardians.
York Out-Relief Union.	40	The Clerk to the Guardians.
CORPORATION :		
Old Age Pensions.	48	The Town Clerk.
Health Committee (Blind Persons)	16	The Medical Officer of Health

THE alleviation of destitution is primarily the work of the Board of Guardians, although in recent years certain duties in this connection have been placed upon the Corporations and County Councils. The Guardians also do a considerable amount of public health work and some of this overlaps that done by the Corporation and Health Insurance Committee.

In reply to the recent circular from the Ministry of Health regarding the suggested transference of Guardians' duties to the Corporations and County Councils, the Guardians make the alternative proposal that all the Health work should be transferred to them. It obviously would be better if all the work of public health were under

one body, but as it is bound up with much of the work of the poor relief, it is difficult to see how the Guardians' public health work could be separated from the rest of its duties—as it should be. As there is not the slightest possibility that Parliament will reverse its policy, the only way of obtaining the concentration of health services is the handing over of the duties of the Guardians in the Boroughs to the Corporations and having one body for the purpose of local government.

The history of the alleviation of distress in York has still to be written, and there is ample material for a most interesting study. In addition to the great monastery of St. Mary's and the Priory of Holy Trinity, each of the four orders of Friars had its house in York, and all of these would be centres of charity. The wealthy hospital of St. Leonard's was swept away at the dissolution of the monasteries, but some of the smaller hospitals survive, and their revenues are still administered for the poor. The late Sir William Ashley says, regarding the relief of the poor in the Middle Ages :

"No attempt was made by any public authority, secular or ecclesiastical, to take a comprehensive view of the situation and to co-ordinate the various agencies . . . It is clear that the most crying need was to put an end to the old pauperising system of indiscriminate charity. This could only be done if the relief of the poor were transferred to public authorities, who were capable of investigating the character of each case.

"The two principles which needed to be recognised were the duty of the State to supervise the relief of the poor, and the expediency of a stringent prohibition of begging (whether by sturdy or impotent beggars) from individuals."

BLUE COAT SCHOOL
Formerly St. Anthony's Hospital, used by the Corporation in the sixteenth century as a " place where the poor might be set to work "

CENTRAL CHILDREN'S HOME
(Under the York Guardians)

For various economic reasons, the distress in England in the first half of the sixteenth century was acute and vagrancy rampant, and in 1536 the first of a series of Acts was passed placing the duty of looking after the poor upon the Local Authority. At first the parish collected alms, prohibiting "common and open doles," to "succour, find, and keep" the impotent poor in their district.

The following account of the early attempt of the Corporation of York to deal with the problem is taken from a little history of St. Anthony's Hall written by Robert Davies, at one time Town Clerk of the City :

"In the year 1567, it was thought that to establish webbing or weaving would be desirable 'for avoiding the loitering and idleness of vagabonds and poor folk able either in limb or body to do any work,' and the Corporation resolved that preparation should be made for webbing, so 'that all the poor might be set to work,' and St. Anthony's Hall was 'viewed and considered in what wise it might be most commodiously transposed and made fit for the purpose, and where and how looms, stuff, victuals, and other necessaries might be readily provided.'

"No further step appears to have been taken in this direction until the spring of 1569, when the Corporation agreed to lay out £100 in buying 200 or 300 stone of wool to be webbed. At the same time they appointed a person to be the 'overseer of the common webbing,' whose duties were to oversee the dressing of the wool and the delivery of it to the spinners, to peruse their work and receive it again, and then deliver it to the weavers and diligently peruse it, and after that cause it to be walked, and see it tentered and well used from point to point. The overseer's salary was to be £16 per annum, and the Lord Mayor gave him 3s. 4d. for a God's penny.

" The spinning, carding, and webbing then came into full operation, and St. Anthony's Hall was the place in which the work was carried on by the poor of all the wards except Monk Ward, to which St. George's House near the Castle Mills was appropriated. In the month of July in the same year about 200 stone of wool was ordered to be purchased at Doncaster, and a hogshead of sweet whale oil to be used for the coarser kind of wool; also four pairs of sherman-shears, shear-boards, and other necessaries for the dressing of the cloth. And in order that the websters might have sufficient work, spinners from the country were to be engaged in addition to those in the City.

" It may be doubted whether the means thus employed to enable the able-bodied poor to contribute to their own support were attended with the success that was anticipated. A few years afterwards we find the Corporation determining that St. Anthony's Hospital, St. Thomas's Hospital and St. John's Hall should be viewed ' to see if they were fit places for settling the poor ' ; and they soon afterwards ordered that beds for the lodging of the aged and impotent poor should be prepared in St. Anthony's Hall, and also in St. Thomas's House and Trinity Hall, and that the able-bodied poor should be set to work in spinning lyne, hemp and tow.

" Then we find for the first time that the municipal authorities at York exercised the power with which they were invested by the Act of Parliament passed early in 1570 (14 Eliz.) to settle the poor for their abidings, and to settle what portion the weekly charge towards the relief and sustentation of the poor people would amount to, and to tax and assess the inhabitants within their jurisdiction by their good discretions.

"The first general assessment levied by the justices of York upon the inhabitant householders was not very heavy; the highest sum any person was called upon to pay weekly was 6d. (except Sir Valentine Brown, who paid 1s.), and the lowest ½d. The total amount of the weekly assessment for the whole city was only £3 14s. 7½d.

"As the dignitaries and members of the cathedral were not within the jurisdiction of the City authorities, having separate legal powers and executive authorities, they were not liable to any compulsory rate, and it was, therefore, necessary to approach them in the way of entreaty.

"In March, 1574, the Corporation appointed a deputation to wait upon the Archbishop 'to know his Grace's pleasure what almois and relief his Grace and the clergy of the Church of York would give weekly to the sustentation of the poor of the City.'

"The Church did not show any alacrity in answering the application, and two months afterwards the Lord Mayor and aldermen went again to the Archbishop to communicate their proceedings respecting the poor, and to request that his Grace and the Dean and other prelates of the Minster would contribute to their relief.

"It was not until July, 1577, that the following letter was received from the Earl of Huntyngdon, Lord President of the Council of the North:

'To my loving friends, the L. Mayor and Aldermen of the City of York.

'My Lord Mayor

'These are to let you and your brethren understand that my Lord Archbishop of York and I have had some conference of provision to be made for the poor of this

city, whereof the number is so great and troublesome to all those that have cause to resort hither as it is pitiful to behold, and surely some slander to you that be the magistrates. So as for divers respects, besides Christian charity, we in these cases ought chiefly to move, we have thought it more convenient to devise some way to redress hereof. And herein I find my Lord's Grace to be most forward, as hereafter will more manifestly appear. But in the meantime he hath earnestly solicited me how, for the better furtherance of this his most godly intention, your help is to be required. First in setting down the number, qualities, and age of all the poor within your city, and chiefly the number and quality, wherein you must note how many poor there be that are impotent, and therefore unable to work, and how many of them are able and fit to work, and so near as you can judge for what work they are most apt. I do also require to have a note of the collection that is made within your city for the relief of the poor, both what the sum is and by whom it is paid. Of all things I require to have your certificate in writing before the xxvijth of this July, And thus I commit you to God this xiiijth of July, at Mr. Brown's house in York.

'Your loving friend in the Lord

'H. Huntyngdon.'

Eventually the Archbishop and the Lord President of the Council of the North decided upon their voluntary contributions—the Lord President to provide £13 6s. 8d., the Archbishop £30, and the Dean £8 annually: but they stipulated that open begging should be stopped in and near the City.

"Some estimate may be formed of the amount of pauperism existing in York during the first half century after the Reformation from an account rendered to the magistrates in the year 1586. It shows that of able-bodied poor there were at that time 89 spinners and carders of

wool, 88 spinners of flax and 9 knitters. Besides these there were 59 persons who were lame, blind, and past work, and 106 children.

"As the moneys raised by the weekly rates were not found sufficient, four boxes were ordered to be provided, in which the beadles were to collect the charitable devotions of people towards the relief of the poor."

There is an entry as follows in the House Book of the York Corporation, August 20th, 1583: "It is ordered that from henceforth no head beggars shall be chosen, and from Xmas next John Geldart, Thomas Todd, and William Curtis, now head beggars, shall not have any wages of clothing of the common chambers, but only their weekly stipends gathered of the money assessed for the relief of the poor."

One of the latest public measures of the reign of Queen Elizabeth was the celebrated Act of Parliament by which money was first raised for the maintenance of the poor by compulsory rates, and the management of them placed in the hands of overseers appointed by each parish. The Act (43 Eliz., c. 2) was passed in the year 1601, and thenceforward St. Anthony's Hospital ceased to be regularly used either as a workhouse or a poorhouse, and alleviation of distress became a matter for each parish.

Each parish provided its own workhouse. In that of St. Martin-cum-Gregory in June, 1744, three women were employed in winding silk or spinning cotton, and a man was occupied in carding cotton. In 1747, a house in Barker Lane was taken for its workhouse. Subsequently the parishes were empowered to join together for the support of a workhouse.

In the second half of the eighteenth century seventeen parishes united to establish a workhouse in Marygate

" consisting of several tenements, enclosed by a high wall with folding doors in front." Hargrove, writing in 1818, says, "Even now only twenty-four parishes in the City and two in the suburbs unite in the purpose of the present establishment."

THE GUARDIANS

The basis of our present system was the Poor Law Amendment Act, 1834, which brought into existence Boards of Guardians, who have since been aptly described as the " Cinderella " of local government.

This great reforming Act united the parishes into Poor Law Unions, and the first meeting of the Guardians of the York Poor Law Union took place in the Guildhall in 1837. It took over the workhouse in Marygate, and in 1849 built the present institution in Huntington Road. The present offices in Museum Street were erected in 1860.

The work of the Board deals principally with destitute humanity, with tales of poverty and adversity, from which they sift the deserving and needy cases. These cannot be published; hence the public know little of the work, and are liable to form critical judgments from some heated personal argument of a few Guardians on a minor or extraneous question.

The administration of Poor Law Institutions, infirmaries, and children's homes, is, moreover, carried out by committees, and outsiders remain ignorant of the large amount of work that is being done for the destitute.

There are three great principles underlying our present English Poor Law, which may be briefly summarised as follows :

1. *Relief*, in the really tender treatment of the old, infirm, and sick.

2. *Repression*, in the severe but just treatment of the idle, immoral, and undutiful.
3. *Remedy*, in the education and careful training of the young who are without protection and care.

The old days of "Bumble" have passed away, and great and humane improvements have been made in Poor Law administration during the past twenty years. Institutions have been made more comfortable, and the dietary is good and substantial. Infirmaries have been brought up to date with highly proficient nursing staffs, and the latest medical and surgical treatment is available. The term "workhouse" has been abolished for a number of years, and the buildings are now officially known as "institutions;" but it will be many years before the old term is wiped out. The name, however, does not fit the facts at the present time.

House Committee

The Institution and Infirmary are administered by a House Committee consisting in the first place of eighteen elected members. In addition to these members, however, the remaining sixty-five Guardians are divided into four groups, who sit on the House Committee for periods of three months each year, and are called quarterly members. The Committee meets fortnightly on alternate Wednesdays, and deals with all questions of provisions for inmates, the treatment of the sick, and the upkeep of the buildings. There are several sub-committees of the House Committee, viz., the Farm and Garden Committee, Provisions and Clothing Committee, Timber Committee, Works and Repair Committee, and the Entertainment Committee.

The House Committee is also divided into five visiting sub-committees, who carry out their respective duties before the ordinary business at the fortnightly meetings, and report to the full Committee. No. 1 Committee examines all new admissions since the previous meeting. Case papers with detailed particulars of the persons who have become chargeable are carefully gone into; the reason for admission, the period the person should remain chargeable, the question of means, liability of relatives, and desirability of removal to another Union, are dealt with. No. 2 Committee inspects the male and female hospitals and imbecile wards. No. 3 Committee inspects the workshops, labour yards, tramp wards, and isolation wards; No. 4 the kitchen, store-rooms, and able-bodied wards, and No. 5 the nurses' home, laundry, engine-house, garden and piggeries.

The York Union Workhouse or Institution was built in the year 1849, and, since that time, extensive alterations and additions have been made. A dining-hall, spacious kitchens, vagrant wards, nurses' home, labour yards, porter's lodge, laundry, and a maternity home have been built. A block of buildings has recently been altered and adapted for the accommodation of mentally defective boys.

The Institution has accommodation for 613 inmates. The average number in the Infirmary is about 270, whilst there are 210 in the Institution. The grounds cover about fifteen acres, of which four acres are under cultivation for growing vegetables, and are principally worked by vagrants and able-bodied out-door relief test workers.

The number of people inside the Institution who can work is very small, and it has become the permanent home of persons disabled in some way, either by age or

infirmity. There are not enough able-bodied men and women in the Institution to do the necessary cleaning and needle-work, and a great deal of this has to be done by paid labour. Nevertheless, the inmates, according to their ability, are employed in general cleaning, laundry, sewing work, stick chopping and gardening, and also in the tailor and shoemaker's shop if they have experience in the work. Upwards of 322,000 bundles of firewood have been sold at the Institution during the past twelve months. A large proportion of the inmates' boots are made, and all repairs to boots are done, on the premises. All repairs to clothes are carried out in the tailor's shop. A considerable quantity of clothing for the female inmates is also made at the Institution, and other necessary sewing is done for bed linen, table linen, and furnishings.

There is a keen desire on the part of the House Committee to see that the inmates are comfortable and their dietary ample. Considerable assistance is also given to young men and women to find work outside the Institution. The latter can always be found situations, if willing to do domestic work. The head of a family is regularly allowed periods of leave to look for work.

All the men and women over sixty years of age are allowed leave from the Institution for three hours every afternoon if the weather is suitable, and if the Master considers them capable of taking care of themselves outside. They are also allowed one whole day's leave every fortnight.

About 300 vagrants are admitted to the vagrants' wards each week. They are compelled to have a bath on admission, their clothes are placed in a disinfector, they stay two nights and one day, and are given a task of work

during the day. On discharge a packet containing 8 ozs. of bread and 2 ozs. of cheese for a midday meal is given to them, or a ticket on a trader for that quantity of food on the road to their destination. Thus these wayfarers are cleansed and the community kept free of a quantity of dirt and vermin. There is no reason for indiscriminate charity, as the vagrant is provided with food.

The Yorkshire Joint Vagrancy Committee has been set up under an Order from the Ministry of Health which came into operation on the first day of December, 1926; though it may be added that the Yorkshire Poor Law Unions had already had a Vagrancy Committee for the County for twelve years.

By this scheme the combined Poor Law Unions of Yorkshire pool their expenses for the treatment of vagrants, and the cost is levied on the Unions according to the amount of their assessable value. Similar committees have been formed throughout the country.

The Yorkshire Joint Committee is responsible for the administration of the relief of casuals within the area of the combined Unions, and for that purpose has all necessary powers to arrange for:

The reception and maintenance of any casual;

The transfer to an appropriate institution of any sick, aged, or infirm casual, and his maintenance and care therein, and the payment of the expenses (including burial) of any such casual;

The maintenance in a suitable Hospital of any casual suffering from a contagious or major infectious disease;

The maintenance, care and education of any child who is a casual;

The removal of any casual to his place of settlement, and the payment of expenses incurred in effecting such removal :

The supply of trusses and other surgical appliances prescribed in cases of necessity ;

The proper carrying out of the regulations and any other matter relating to the maintenance, care, detention or employment of casuals ;

The determination from time to time, subject to the sanction of the Ministry of Health, of the number and situation of the Casual Wards in the area of the combined Unions which shall remain open for the reception and treatment of casuals ;

The provision and supply of mid-day meals at such places as may be considered desirable ;

The provision, by means of Way Tickets and otherwise, of facilities to enable a casual who is bona fide in search for work, to reach his destination ; and

Assistance, by public notice and otherwise, in the repression of begging and sleeping out.

The Boarding-Out or Children's Committee

The Boarding-out Committee is entrusted with the care of the children chargeable to the York Union and York Out-relief Union. It consists of fifteen members, one-third of whom must be women. They carry out the duties defined by the Boarding-Out Order, 1911, and deal with all children maintained in the Central Children's Home, the Infants' Home, three Scattered Homes, and in orphanages, schools, and other special institutions.

Children over one year of age chargeable to the Union

are maintained in five homes separate from the Institution. The Infants' Home is at the "Elms," Hull Road, where thirty children from one to five years of age are maintained under excellent conditions. It is an ideal home for young children, with a good garden and play-ground, and a course of kindergarten is given to them. The Central Children's Home, Haxby Road, has accommodation for twenty-eight children of school age, and the three Scattered Homes (44, East Mount Road; 68, Wigginton Road; and 120, Haxby Road) each contain accommodation for ten to twelve children of school age.

The children attend the Council elementary schools. They are well fed and clothed, and their school reports show that, on the whole, they make good progress. For several years the children have had an annual holiday of three weeks at a camp at Filey. For this the average cost per child is about 12s. 9d. per week, including railway fares and other transport expenses. The children have returned after the holiday in excellent health and condition, and considering their handicap in early life, they generally maintain good health and freedom from disease during the rest of the year. The camp is considered to be an insurance for fitness for the winter.

In addition to the children in the homes, about fifty children are boarded out in private homes, schools, and institutions. These children are regularly visited, and those in private homes are practically members of the family, and enjoy a happy home life.

The boys chargeable to the Union are found work when they reach the age of fourteen, and are looked after until the age of eighteen. The majority go to farm service, but at present two boys are clerks, one a joiner's apprentice, one a butcher's apprentice, one a plumber's

apprentice, and two are tailor's apprentices. The girls, after leaving school, are trained for a year or two at the Central Children's Home, and are then placed in domestic service. There are usually about forty-six boys and girls receiving after-care attention.

The Guardians are called upon at various times to assist in emigration. The exercise of discretion on these occasions so as to hold the scale fairly between ratepayer and the poor is generally accomplished.

Out-Relief

The administration of out-door relief is carried out by three relief committees of the York Out-Relief Board, under an Order of the Local Government Board (now the Ministry of Health) dated March 8th, 1906. This Order was specially applied for and obtained by the Guardians of the York Out-Relief Union. It empowered the Board to appoint the said three committees for the purpose of hearing and determining applications for relief, thus dividing the work and saving the time of the Board.

There are three relief districts covering the area of the City of York, with a relieving-officer for each district. A relief committee deals with the applications in one of the districts for four months, and then passes to another district; thus the whole of the City is covered in twelve months. No Guardian (with the exception of the Chairman of the Relief Committee) is allowed to adjudicate upon any case from the ward he represents, but he is allowed to give any information he may possess as to the circumstances of the applicant.

Standing orders have been adopted by the Board for the general direction and guidance of the relieving-officers and relief committees in granting out-door relief.

Money received by an applicant from a Friendly Society up to 5s. per week, or for sickness benefit under the National Health Insurance Act up to 7s. 6d. per week, is debarred by law from being taken into account in giving relief.

The extent to which Poor Law administration has been humanised during the last twenty years is shown by the improvement in the scale of out-relief. In 1906 a widow received a weekly allowance of 4s. 6d. plus an allowance for each child with a maximum of 12s. 6d. if there were no earnings. If the family contained one wage-earner, the maximum scale of relief and income was 13s. 6d., and 14s. 6d. if there was more than one worker.

At the present time the basis of allowance of out-door relief to genuine unemployed able-bodied men is as follows: Man and wife 25s. per week, single man with an adult dependent 25s. and 5s. for each child. The maximum allowance for all normal cases of unemployed able-bodied men with families is 45s., but it must be at least 15 per cent. below the average weekly wage of the trade to which the applicant belongs. There is additional relief granted in cases of sickness, but the income of the household is taken into consideration in all cases.

The relief committees meet once every week, and they are at present dealing with a weekly average of 225 applicants. As the City is fairly equally divided, each committee has about 75 cases before them at the weekly meetings. An able-bodied applicant is, by the Relief Regulation Orders of the Ministry of Health, compelled to renew his application every two weeks, and relief is given half in money and half in an order for provisions.

When exceptional conditions of unemployment prevail, the relief committees find it necessary to meet twice

a week in order to deal with the applicants. There were in July, 1927, 1,886 persons chargeable to the Out-Relief Union who were receiving in relief a total of £640 per week.

Since July, 1921, the Guardians have put into operation special powers under the Relief Regulation Order, 1911, for dealing with able-bodied recipients by giving them a labour or Institution test. Under existing arrangements the Guardians apply the test by sending able-bodied men in receipt of relief to work at the Institution, or to work on schemes arranged with the York City Council and approved by the Ministry of Health. The conditions of such schemes include the following :

That the City Council provide at their discretion land, material, transport, plant, tools, supervision, and establishment suitable for test work when desired by the Guardians ;

That the Guardians supply labour for such test work, by sending destitute persons in receipt of parish relief for employment for such days or hours as they think desirable ;

That the amount of relief granted by the Guardians, half in money and half in kind, shall be neither less nor more than that given to men not undergoing the labour test ;

That all payments to the men shall be made by the relieving-officers of the York Out-relief Union ;

That the men be required to apply for unemployment benefit whilst at test work. Such payments to be taken into account in granting relief.

The schemes at present include the levelling of land at Rowntree Park, Tang Hall Estate, and the improvement of the banks of the River Ouse.

The average number of persons at present, September, 1927, in receipt of out-door relief from the York Out-Relief Union is 2,141.

Included in the recipients of out-relief are many old-age, widow, and orphan pensioners, for whom the Government are supposed to provide, but for whom the allowances are not sufficient to give them the necessaries of life.

Finance Committee

The Finance Committee deals with all accounts connected with the Union and with general purposes. The expenses of the York Joint Union for the year 1925-26 were £38,252, which included the maintenance of inmates, patients, and vagrants in the Institution and Infirmary, Children's Homes, buildings and repairs, vaccination, registration, assessment committee, and principal and interest on loans. With regard to the latter the Union's present liability is £9,000 only for outstanding loans.

Under the Poor Law Act, 1889, the loans of a Union must not exceed one-fourth of its rateable value, which in the case of the York Union would amount to £166,000. The Union is, therefore, in a very favourable financial position, having regard to the freehold property of which the Guardians are owners, viz., the Institution, Nurses' Home, Central Children's Home, Infants' Home, Wigginton Road Scattered Home, and the Board Room and Offices.

Collecting Committee

A feature of the Poor Law is that certain relatives of a person chargeable to the Guardians are liable for the cost

of their maintenance, according to their ability to make such payments. During the year 1926, the Guardians of the York Union and York Out-Relief Union recovered the sum of £3,900 towards the cost of maintenance of persons who were chargeable to them.

This work is done by a Committee of the Guardians called the Collecting Committee, which investigates the circumstances of each case referred to it by the Board, the House Committee and Relief Committees, with a view to recovering contributions towards the relief granted. Orders are made for payments, and if these are not effective, proceedings are taken before the magistrates to enforce payment.

CORPORATION

Old Age Pensions

The Corporation in recent years has had certain duties imposed upon it which deal with the alleviation of destitution, and which to a certain extent overlap those of the Board of Guardians.

The whole Council is the Local Pension Committee appointed under the Old-Age Pensions Acts, 1908-24, but the actual work is carried out by a sub-committee of eight, who meet as required, and by whom all claims for pensions are examined.

Under the Old-Age Contributory Pensions Act, 1925, all insured persons who attain the age of seventy before January 2nd, 1928, and who attain the age of sixty-five on and after that date, will be entitled to a pension of 10s. a week irrespective of income, residence, or nationality; therefore, the work of the Committee will be much reduced in the future, and be confined to the claims of uninsured persons.

Blind Persons

Under the Blind Persons Act, 1920, the age for old-age pensions is reduced from seventy to fifty in the case of persons who are so blind as to be unable to perform any work for which eyesight is essential. This is subject to the income limit and other statutory conditions.

The Yorkshire School for the Blind, founded in 1833 in memory of William Wilberforce, is situated in the old King's Manor House, and from its foundation has carried on excellent work in connection with the education, maintenance and training of the blind.

Certain obligations for the care of blind persons are imposed on local authorities by the Blind Persons Act, 1920, and in York the duties are shared by the Health and Education Committees. A scheme was in due course submitted by the Health Committee, approved by the Ministry of Health, and came into force in January, 1922. It was decided to accept the offer of the Blind School Committee to continue the work they had been doing, with the assistance of the Local Authority where necessary.

The problem of finding employment for the blind is a difficult one. This task also is undertaken by the Blind School Committee, who have accommodation in their workshops for the training of a number of persons in basket, brush, and mat making.

If the old-age pensions granted to blind persons over fifty, together with grants from local charities, are inadequate to enable them to live in reasonable comfort, the Health Committee, in co-operation with the Board of Guardians, sees that reasonable provision is made for such persons who are unemployable, living in their own homes.

Eight needy blind persons receive about £8 per annum from Wilson's charity, and the York Emmanuel Charity gives annuities not exceeding £20 each to the blind or idiot wife, widow, or children of any minister of any denomination in England, Wales, Scotland, or Ireland.

So far as children under school age are concerned each case is dealt with on its merits, and provision is made by the Education Committee for the education of such children up to the age of sixteen, and for technical training in suitable trades and handicrafts for blind persons over sixteen at the Yorkshire School for the Blind and other institutions approved for the purpose by the Board of Education. Provision is also made for the higher education or special training in suitable professions of blind persons who have special aptitudes, and for the maintenance during the period of training by payment of the fees at approved institutions.

All blind persons are carried free on the Corporation trams and buses in the City.

Unemployment

The chief industries of York are of a stable character, and are therefore not specially affected by the fluctuations caused by trade cycles. If however it is one of the last places to feel the effects of acute trade depression, it is on the other hand slow to experience the benefit of a revival. In common with other towns and cities, it has been materially affected by the difficult period which the country has experienced since the war, and one result of this has been a large increase in the number of unemployed in the City.

In order to deal with this problem a special committee of the Corporation was appointed in 1921, and, at the

same time, instructions were issued to the various Committees to consider and report to the Council any useful schemes which might be scheduled for the purpose of providing work for the unemployed.

In due course, various schemes were submitted and approved for financial assistance by the Unemployment Grants Committee. By this means much useful work has been done and many improvements have been carried out.

The expenditure incurred in respect of the work done from 1921 to 1927 and charged to revenue was £15,020, whilst capital expenditure amounted to £151,890. Towards this, the Government have contributed on various bases, and the total debt incurred will be liquidated by a final payment of £226 in 1956.

Other useful work has been done with financial assistance from the Ministry of Transport: two bridges have been widened, for example, and new roads have been made.

Though there is little change in the number of unemployed in the City, the Government do not consider the local situation sufficiently serious to warrant further financial assistance. By an arrangement with the Board of Guardians, however, a good deal of useful work is being carried out by test labour, the Corporation providing the necessary supervision and material.

LOCAL EMPLOYMENT COMMITTEE

This Committee, first appointed by the Ministry of Labour in 1917, consists of persons nominated by associations of employers and employees, representatives of trading and other interests, together with three members of the Corporation.

The work of the Committee is of an important character. Its duty is to review claims to unemployment benefit under the Unemployment Insurance Act, 1920, and make recommendations to the Ministry of Labour as to claims for the continued receipt of benefit.

The problem of finding employment for disabled ex-Service men is one of special difficulty, and it is the duty of the Committee to administer the National Scheme (the King's Roll). The normal requirements under this scheme are that an employer should employ disabled ex-Service men up to five per cent. of the total staff employed.

The Committee also keeps in close touch with the state of local employment, co-operates with the Local Authority in selecting men for relief work, brings to the notice of suitable candidates the openings available in the Dominions, and assists in various ways to give publicity to the opportunities afforded under the Empire Settlement schemes.

The amount of unemployment benefit paid during the twelve months ending December 31st, 1926, amounted to £63,320.

The number of unemployed in twenty-six alternate weeks during this period was 2,296 ; these figures include not only persons who are temporarily unemployed, but also persons who are temporarily suspended from their employment for short periods, and who subsequently receive work with their former employer.

WAR PENSIONS

The Council is represented on the local Pensions Committee constituted under the War Pensions Act 1921. The functions of this Committee are to consider and

make recommendations to the Ministry of Pensions as to the administration of war pensions in the area concerned, to hear and consider complaints made by persons who are in receipt of or are claiming pensions, to make arrangements for the distribution of supplementary grants, to perform any duties required in relation to children for whose care the Minister is responsible, and in other similar matters that may arise.

THE NET COST OF THE ALLEVIATION OF DESTITUTION IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND BY GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
CORPORATION:	£	£	£
Blind Persons Act	147	—	147
GUARDIANS:			
Out-Relief Union	25,436	—	25,436
York Union	20,916*	—	20,916
	46,499	—	46,499

In addition to the above, the *unemployment benefit* paid during the twelve months ending December 31st, 1926, was £63,320. Of this amount, however, only one-third came from the State; the employer and employee contributed the balance.

In response to an inquiry as to the amount distributed in *Old-Age Pensions* in York, the Commissioners of Customs and Excise replied that the "desired information is not available, as detailed statistics of old-age pensions in each separate area throughout the country are not compiled." According to the latest Government figures available, the amount paid in Old Age Pensions in 1926 would give York £54,000 if the average paid in York were the same as the rest of England and Wales.

* This includes the expenditure on the Infirmary, which is not separated from that of destitution. For the cost of feeding school children, see Education.

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Report of the Inter-departmental Committee on Public Assistance Administration. (1923.) 4s.

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XIII

THE COLLECTION OF VITAL STATISTICS

"*In the name of God Amen. By the authorite and comission of the most excellent Prince Henry by the Grace of God Kynge of Englande and of France, defensor of the faithe Lorde of Irelande, and in erthe supreme hedd undre Christ of the Church of Englande, I Thomas lorde Cromwell, lorde privie seall, Vicegerent within this realme, do for the avancement of the trewe honor of almighty God, encrease of vertu and discharge of the kinges majestie, give and exhibite unto you theise injunctions folowing, to be kept observed and fulfilled upon the paynes hereafter declared. . . .*"

"*That you and every parson vicare or curate within this diocese shall for every churche kepe one boke or registere wherein ye shall write the day and yere of every weddyng christenyng and buryeng made within yor parishe for your tyme, and so every man succeeding you lykewise. And shall there insert every persons name that shalbe so weddid christened or buried. And for the sauff keepinge of the same boke the parishe shalbe bonde to provide of these comen charges one sure coffer with twoo lockes and keys whereof the one to remayne with you, and the other with the said wardens, wherein the said boke shalbe laide upp. Whiche boke ye shall every Sonday take furthe and in the presence of the said wardens or one of them write and recorde in the same all the weddinges christenynges and buryenges made the hole weke before. And that done to lay upp the boke in the said coffer as afore. . . .*"

THOMAS CRUMWELL.

Chapter XIII

THE COLLECTION OF VITAL STATISTICS

Parish Registers—Acts of 1834 and 1836—Registrars—List of Parish Registers —Cost. Bibliography.

THE keeping of vital statistics in this country dates from an order of Thomas Cromwell, September 5th, 1538, when, as Vicar General of Henry VIII, he ordered the Clergy to keep a register of the baptisms, marriages and burials that took place in their parishes.

Many of the earlier registers have been lost, and the order was not carried out at first in all the parishes, but in York that of St. Olave's starts in this year and St. Martin's (Micklegate) and St. Crux in the year following.

In 1597 Convocation directed that the register should be kept on parchment and that a copy should be sent each year to the diocesan register, but this instruction to form central registers has been more often neglected than complied with.

The Long Parliament in 1653 passed an Act, taking over the duty of keeping the registers from the clergy and giving it to a lay registrar, chosen by the householders of the parish. This was ignored at the Restoration.

Some of the York registers have been printed, and it is hoped that the others will be done in the course of time, so that the records may be preserved, in case the original books are lost or destroyed.

Apart from their interest to the genealogist, they are full of information with regard to the different plagues and epidemics that have swept over the city from time

to time during the 300 years before the question of public health received the necessary attention in the middle of last century. Much older than the parish registers and one of the most interesting of the records in the keeping of the Corporation is the Freeman's Roll, dating from 1272. As only freemen could trade in York before 1835 an analysis of the register shows the rise and decline of the different trades during the centuries that it covers.

With the advent of reform, the parochial duty of registration was given to the guardians of the new Poor Law Unions set up in 1834, who were made responsible for the appointment of the registrars. By the Births, Deaths and Marriages Registration Act of 1836, a general registration office was established in London with a Registrar-General and a Superintendent Registrar for every district, a registrar of births and deaths for each sub-district into which the districts are divided, and a registrar of marriages for each district. Registration of births and deaths was, however, voluntary under this Act, and was not made compulsory until the passing of the Births and Deaths Registration Act in 1874. Roman Catholics and Dissenters were allowed to be married in their own places of worship by the Marriages Act, passed in 1836, which also inaugurated the civil marriage in the register office for those who desired to dispense with a religious ceremony. The appointments of Superintendent-Registrar and the Registrars are subject to the approval of the Registrar-General. The Superintendent-Registrar in the York Union is the Clerk to the Guardians. There are two sub-districts for the City of York, and three others for the county areas. During the year 1926, the registrations for the City were as follows: Births, 1,610; deaths, 1,279; marriages, 870. Of the latter number,

201 marriages took place at the Register Office, Museum Street, York, before the Superintendent Registrar.

Whilst there is no need to make civil marriages compulsory in this country as is usual on the Continent, the ceremony might very well be transferred from the precincts of the Poor Law to the more dignified surroundings of the Guildhall.

It is to be hoped that the valuable and interesting set of registers now kept in the vestries of the various parish churches (some of which are closed) will eventually find their way into some depository where local archives can be kept under proper supervision.

LIST OF YORK PARISH REGISTERS

	Commencing	Missing or Defective.
All Saints, North Street	1577	1626, 1630, 1647, 1649
All Saints, Pavement	1554	
St. Crux	1540	
St. Cuthbert	1581	1681, 1682
St. Dennis	1558	
St. Helen	1568	
Holy Trinity, Goodramgate	Baptisms from 1573	
	1582	
Holy Trinity, Christ Church	1616	
Holy Trinity, Micklegate	1586	
St. John	1570	
St. Lawrence	1606	
St. Margaret	1558	
St. Martin	1557	
St. Martin cum Gregory	1540	
St. Mary, Bishophill Sr.	1598	
St. Mary, Bishophill Jr.	1602	
St. Mary, Castlegate	1604	
St Maurice	1647	
St. Michael le Belfry	1565	
St. Michael, Spurriergate	1598	
St. Olave	1538	1644-1653
St. Sampson	1640	
St. Saviour	1567	

NON-CONFORMIST REGISTERS:

The Registers of the Yorkshire Quarterly Meeting of the Society of Friends are kept at the Meeting House, Clifford Street; those for York City start circa 1650.

THE NET COST OF THE COLLECTION OF VITAL STATISTICS FOR THE CITY FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
	£	£	£
Registrars	173	20	193

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XIV

THE ADMINISTRATION OF JUSTICE

"*Judges muſt beware of Hard Conſtructions, and Strained Inferences; For there is no Worſe Torture, than the Torture of Lawes.*"

"The Essaies of Sr. Francis Bacon."

Chapter XIV

THE ADMINISTRATION OF JUSTICE

Historical—Petty Sessions—Probation Officers—Licensing—Morning in Court—Quarter Sessions—Court of Record—Borstal Institutions—Assize Court—District Registry of High Court—Probate—County Court—Bankruptcy—Coroner—Cost. Comparative Statistics. Bibliography.

BEFORE the Municipal Corporation Act of 1835, justice in the City was administered in criminal cases by the Lord Mayor and Aldermen. The Lord Mayor presided at the Quarter Sessions, the Recorder taking an active part as Judge.

The Lord Mayor, as now, also presided over the Petty Sessions, where he was assisted by one alderman at least.

In addition to these there was a Civil Court in the City, which sat one day in every week, called the Sheriff's Court of Pleas, where the Sheriffs acted as judges, assisted by the Prothonotary.

The Liberty of St. Peter's, which consisted of the district round the Minster and some places in other parts of York which belonged to it, was under the exclusive jurisdiction of the Dean and Chapter, who had their own magistrates, courts and separate prisons. Their Quarter Sessions would have been useful to Dr. Barnes as it had amongst other things to inquire into all manner of "enchantments, sorceries, arts and magics."

Two other Liberties, that of the Mint Yard and Davy Hall, were purchased in 1675 and 1745 by the Corporation to bring them within their jurisdiction.

The City prisons were under the control of the Corporation, until they were taken over by the Central

Government in 1877. At the beginning of the century debtors were sent to the gaol which was under the management of the Sheriffs, while the criminals were sent to the House of Correction. The Liberty of St. Peter had its own prison, the County Prison being within the Castle precincts.

In the early days criminals were executed at Tyburn at the entrance to Knavesmire. Afterwards they were hanged at the " Newdrop " outside the Castle, and there are to-day those living who remember the crowds that used to witness the public executions. As late as 1802 a woman was publicly whipped and a year later a man was sentenced to stand in the pillory in the Castle yard. Of the stocks which were set up in every parish, two remain to-day as a monument to the cruel punishments of our ancestors. The severity of the sentences to within comparatively recent times seems incredible to-day. Thomas Waddington and Mary Thackwray, who were convicted at the York Epiphany Sessions held in the Guildhall, January 4th, 1833, for stealing a yard and seven-eighths of kerseymere cloth and five pounds weight of pork respectively, were each sentenced to be transported for seven years.

It is gratifying to know that the citizens' opposition to the Press Gang which was at work on the King's Staith in 1777 was so great that it was withdrawn.

In 1835, with the reform of Municipal Government, a separate Commission of the Peace was set up. The Lord Mayor became the Chief Magistrate during his year of office, retaining a seat on the bench for the following year, thus perpetuating the old link between the Corporation and the Justiciary.

During many centuries the justices have voluntarily

performed important and difficult and ever-increasing public services, and the fact that the system meets with so little criticism and usually commands the public confidence, is sufficient evidence that their services have been well and truly rendered.

The comparatively simple method now in force of grading our Courts, according to the gravity of the offences to be tried in them, has evolved, like the Magistracy, by gradual stages.

There was a time when the Church had a much larger say in such matters. The Ecclesiastical Courts continued until 1857 to deal with certain matters, such as testamentary and matrimonial cases, besides those more obviously ecclesiastical, such as dissent from the established religion and offences of the clergy against Church discipline or morality; but in 1857 special courts were established for Probate and Divorce.

To-day a "Consistory Court" still sits at intervals in the Minster precincts, but its duties are almost exclusively confined to church discipline and property. In certain cases of indiscipline this Court can commit the offender to prison, but only upon a confirming order of the High Court.

The Criminal Courts of the City are three in number: firstly, there is the Magistrates' Court or Petty Sessions; secondly, the Quarter Sessions Court; and thirdly, the Assize Court. The limits of the jurisdiction of the three Courts are strictly defined by statute, and if any one of them oversteps its powers, its decision can be quashed. The grading is determined by the comparative gravity of the offences committed. The decisions of the Courts are usually subject to appeal to higher ones, and it is important that this should be so, especially so far as the

magistrates are concerned, for they are generally amateurs, and their decisions over the whole country are sometimes at variance with each other.

A certain amount of civil law is administered in these Courts, as will be seen later. The exact line of demarcation between criminal and civil cases is not easy to draw, and almost inevitably there are points at which they overlap.

Petty Sessions

The Justices of the Peace adjudicate in this Court. In York there are at present forty-four Justices, of whom three are women. They are appointed by the Lord Chancellor, upon the recommendation of a local advisory committee set up for the purpose. The appointments are normally for life, and Justices are not removed even though they may leave the City.

They have the power to adjudicate on and to convict in a large class of minor offences, which constitute perhaps 90 per cent. of the whole. When a prisoner is charged with a more serious offence, the proceedings are in the nature of an inquiry to ascertain whether there is a *prima facie* case such as will justify sending the prisoner for trial at one of the higher courts. If the evidence is considered insufficient, the magistrates can discharge the prisoner. As a rule more than one magistrate is required to try a case, but a charge of simple drunkenness can be dealt with by one alone.

The duties of the magistrates, both judicial and administrative, are continually being added to by Parliament. Minor offences, such as failing to light a vehicle at the proper hour, exceeding the speed limit, failing to renew a dog licence, and a host of similar technical

CITY LAW COURTS

breaches of the law, take up a great deal of the justices' time; as do marriage tangles and separation and maintenance claims. Certain disputes between employers and workmen and apprentices also come under their cognisance.

In York it is usual to allocate three justices to each week for the trial of cases, but this is done as a matter of convenience. All the magistrates are entitled to sit on all occasions.

It is obligatory on the magistrates to appoint "a fit person" as their Clerk. His appointment is subject to confirmation by the Secretary of State, and his salary is chargeable to the rates. He is the legal adviser to the Bench and keeps a record of their proceedings. The fines levied in the court are in general paid into the City Fund.

Criticism is sometimes heard as regards the amateur status of those who perform so important a function as the administration of justice. It should not be overlooked, however, that they always have the assistance and advice of the Clerk, who is a trained lawyer, and there is a great deal to be said for the commonsense view that may sometimes be had from the amateur as against the strictly legal one of the lawyer.

Whether it is always in the interests of justice that a magistrate once appointed should continue to sit as long as he can get down to the Magistrates' Court, need only be asked to show that there should be some age limit to the performance of the duties. There is a story that a magistrate of advancing years and declining mental grasp, who nevertheless was assiduous in his attendance at Court, told a prisoner who was making a disturbance, that "if he did not make less noise he would dismiss him."

If it were thought desirable, the City Council might at any time petition the Secretary of State to appoint a trained Stipendiary Magistrate; but it would no doubt be remembered that his salary would be a charge upon the rates. This, as a rule, is only done in large centres of population where the duties are heavy. Happily the "charge sheet" in York is a light one.

Child offenders between the ages of seven and fourteen and *young persons* between fourteen and sixteen, are tried in a separate building or room from that in which the ordinary business of the Court is transacted. They are only sent to prison in very exceptional circumstances. A child under seven is not deemed to be responsible for any acts of crime. The magistrates have power to deal with practically any offence with which a child or young person may be charged, other than homicide. A probation officer is present at the hearing of all cases, and is frequently able to give valuable help and advice to their parents. Such young persons, from twelve to sixteen years of age, may be sent to a reformatory. Castle Howard Reformatory is now managed by a joint committee from the Corporations of York and Hull and the North and East Riding County Councils.

Youthful offenders, between sixteen and twenty-one, are often placed on probation. The Court, in imposing a term of probation, may lay down any reasonable condition that may be thought fit, such, for instance, as residence, abstention from intoxicants, and so forth.

Probation Officers

The magistrates appoint a Probation Committee of three or more of their number to supervise the work of the probation officers and the conduct of offenders placed

on probation. There are two probation officers for York —a man and a woman. One of them is present at all sittings of the Court, whether the offender be a child or an adult. Their salaries are paid by the City, but a Government grant is made for part of the cost.

The woman probation officer in York resides at " The Shelter," a pleasant home where female offenders who have been placed on probation, or women and girls in urgent need of care and oversight, are taken in and helped " to get on to their feet again."

A good deal of " preventive " work is done by the probation officers, who are friends and counsellors to all sorts of young people who are in danger of giving way to crime. There has been abundant testimony from magistrates and judges as to the great value of probation work. Thus, Judge Atherley Jones has estimated that 75 per cent. of the persons he placed under probation have been successfully restored to normal life. The York woman probation officer makes the same estimate.

As has been stated, the duties of the magistrates are not confined to the punishment and prevention of crime. Other important branches of the community's life come under their supervision.

Asylum

Certain justices are appointed to visit private houses licensed for the reception of patients under the Lunacy and Mental Deficiency Acts.

Licensing

Each year the justices appoint not less than seven of their number as a licensing committee. There are in York 164 full alehouse and twenty-six on-beerhouse

licenses and ninety-nine off-licenses, so that this branch of magisterial responsibility affects a large number of people. Since the Licensing Act of 1904 came into operation, thirty-two licensed houses have been closed, compensation having been paid in each case. The whole body of justices decides whether a levy should be made and what compensation, if any, is to be given when a licensed house is closed; they also confirm the recommendations of their committee on all licensing matters.

The Following is an Imaginary Outline of a Typical Morning in a Magistrates' Court

The work begins at 10.30 a.m. and by that time the various people interested in the different cases have assembled in the court. Police constables are in their place, witnesses for the first case are waiting outside to be called in to give their evidence, and the representatives of the Press are ready to make their reports. Meanwhile in the magistrates' room two or more magistrates have met and have probably looked through the charge sheet to get some idea of what they have to consider.

The first business of the day is an application for the extension of a license—Mr. A. is having a dance on his premises on the 19th of the month and asks that the hours for his license may be extended to 12 o'clock. The Chief Constable has no objection, and this is granted.

Then comes an application for possession of a house —on which the rent (not more than £20) is overdue. The landlord has given him notice to quit, and the tenant appears and puts in a plea of having been out of work for some months. He has now got work and offers to pay a certain amount per week off the arrears of rent. This is accepted by the agent for the property.

These applications being disposed of, we turn to the cases on the charge sheet. The first is one of theft of a watch, remanded from three days before for the preparation of evidence. The prisoner, a young man of 19, is summoned from the police cells below the court room and takes his place in the dock facing the magistrates. The Chief Constable puts the case for the prosecution, and calls a policeman to give evidence of arrest, and the owner of the shop from which the watch was stolen states when he last saw the watch and when he became aware that it was missing. A solicitor appears for the accused and questions all the witnesses carefully. All the evidence is carefully taken down and can be referred to at any time to elucidate a point. As the watch was found on the accused and as he pleads guilty, the solicitor sets himself to show extenuating circumstances, and puts forward a strong plea for mercy by bringing evidence of the previous good character of the accused and by showing that he was actuated by despair after a long period of unemployment.

The magistrates, after ascertaining from the Chief Constable that there is no record against the prisoner in the police papers, feel that this is a case in which they may make use of the Probation of Offenders Act. They bind him over to be of good behaviour for a year and ask the probation officer to see if he can help him in any way.

A charge of obtaining money by false pretences is on the sheet, but in this case the Chief Constable asks for a remand for three days as he has not been able to get in touch with an important witness. This is granted.

A glance at the charge sheet shows us that the next two are motoring cases. B. is summoned by the Chief Con-

stable for driving his motor cycle without an efficient silencer. He admits the offence, pleading that his silencer had come off and he had not had the opportunity of getting another. He is told that there are far too many cases of this sort and that they cause much annoyance to the public ; but it is a first offence, and he is only fined 5s.

B. H. then appears to answer to the charge of leaving her motor car unattended without lights. Two policemen give evidence and though the defendant pleads that she had expected to be only away from her car for a moment, but was quite unexpectedly detained, the case is considered proven and a fine of 10s. 6d. is imposed.

Next on the list comes a man arrested the evening before as drunk and disorderly. He has spent the night in the police cells. His appearance goes far to show that the charge is probably correct, but the evidence of police and witnesses is taken carefully and the defendant admits that the charge is true, though he remembers nothing about it. It is not his first appearance and he is fined 10s.

Some time is next given to the matrimonial differences of a man and wife who at first seem bitter and quarrelsome, but after a little kindly advice from the Chairman and the Magistrates' Clerk, are prepared to reconsider things and try to live at peace. And so the morning's work ends for once on a pleasant note. The representatives of the Press gather up their papers and depart, witnesses and spectators and police go quietly out, the magistrates stay to sign some necessary documents, then they too withdraw, and silence fills the court room.

Quarter Sessions

Quarter Sessions, for the trial of graver offences than the magistrates can usually dispose of, are held (as their

YORK ASSIZE COURT
(Designed by John Carr and completed in 1777)

title implies) at least four times a year. The primary duties of the Court relate to criminal offences. The Court consists of a Recorder who acts as Judge. He is appointed by the Crown on the advice of the Home Secretary of the day, but his salary is paid out of the rates. There are two juries, the "Grand" and "Petty," both summoned by the Clerk of the Peace.

York Court of Record

As the successor to the old Sheriff's Court of Pleas, the Recorder holds a Court of Record, although nearly all the cases that used to come to that Court now go to the County Court.

The present Town Clerk fills the office of Clerk of the Peace to Quarter Sessions and Prothonotary to the Court of Record.

Borstal Institutions

The Quarter Sessions Court (but not the magistrates') has power to send a young offender to a Borstal Institution. The minimum sentence is for two years, to be followed by at least one further year's supervision.

Assize Court

The City of York enjoys a separate Commission of Assize, independent of those of the three Ridings. Assizes are held three times a year in York Castle, and four times at Leeds. (It should perhaps be said that York Castle is county property and the Assizes for the North and East Ridings and Hull are also held there.) There are two Courts—criminal and civil. The criminal cases are similar to those dealt with at Quarter Sessions

with the addition of more serious cases, such as murder. There are two juries, " Grand " and " Petty," which are called together by the City Sheriff, who, it will be remembered, has also to supervise executions.

The Assizes are formally opened at the Guildhall, and, previous to the ceremony, following an old custom, the Lord Mayor entertains the judges at breakfast in the Mansion House.

The judges lodge at an interesting old house specially reserved for them in Lendal, and when they are in the City on Sundays, it is usual for them to attend the Minster in State, accompanied by the Lord Mayor and the Corporation. The Assizes are administered and paid for by the Central Government, excepting that the costs of prosecution may be borne by the City, and the City police are in attendance. The upkeep of the courts and judges' lodgings is a charge upon the Ridings.

The greater part of this article has so far been concerned with the administration of the criminal law, although (as has been explained) the line of demarcation between criminal and civil law cannot be clearly drawn.

There are other important legal institutions which sit regularly for the oversight of various other sides of the City's life.

District Registry of High Court

For the convenience of litigants in the High Court of Justice a District Registry of the High Court has been established at York, in which civil actions can be brought. The District Registrar issues writs, but a defendant can have the proceedings removed to London by entering an appearance at the Central Office in London. If the proceedings remain in the District Registry, the usual plead-

ings are dealt with there and the action may be tried at the York Assizes.

Probate Registry

There is also a District Probate Registry at York in which wills of persons dying in the City or in the North or East Riding of Yorkshire may be proved.

The County Court

Questions of property and debt are the staple concern of the County Courts, which were established in 1846. For County Court purposes, England is divided into circuits, and York is in circuit No. 15. The dates of sittings are fixed by the judge, and they are held at the City Law Courts. The judge is appointed by the Lord Chancellor, and the recording officer is called the Registrar. The staff is under the control of the Civil Service Commissioners, and their salaries are payable by the Exchequer. The number of plaints entered in the court is considerable, amounting to upwards of 3,000 in 1926.

The County Court has jurisdiction in bankruptcy and the Registrar has the following extensive powers:

(*a*) To hear bankruptcy petitions.
(*b*) To hold public examinations of debtors.
(*c*) To grant orders of discharge where the application is not opposed.
(*d*) To approve compositions or schemes of arrangement where they are not opposed.
(*e*) To summon and examine any person known or suspected to have in his possession effects of a debtor, or to be indebted to a debtor, or capable of giving information respecting the debtor, his dealings or property.

Petitions in bankruptcy, *i.e.* a petition for the administration of a debtor's estate, may be instituted either by the debtor himself or a creditor or creditors. The Official Receiver, in whom all the property of the debtor vests on the making of a receiving order, investigates each case, including the validity of all creditors' claims, and convenes the necessary meetings of creditors. The Registrar holds a public examination of the debtor, at which the Official Receiver is present or represented.

Criminal proceedings may follow a public examination of a debtor if he has been guilty of fraud or of contributing to, or increasing the extent of his insolvency by gambling, or rash and hazardous speculation, etc.

Should the debtor make a proposal for a composition in satisfaction of his debts, or for a scheme of arrangement for his affairs, the creditors can accept the proposal, which must be approved by the Court, and is binding on all the creditors. A majority in number and three-fourths in value of the creditors is necessary to approve of a composition or scheme of arrangement.

Usually, however, the debtor is adjudicated bankrupt, and thereupon his property (if any) becomes divisible among his creditors.

The creditors may appoint the trustee, who has to give security to the Board of Trade, and it is then the trustee's duty to administer the bankrupt's estate, in some cases under the superintendence of a committee of inspection, also appointed by the creditors.

Certain disabilities attach to every bankrupt until his discharge, *e.g.*:

(*a*) He cannot obtain credit over £10 from any person without informing such person that he is an undischarged bankrupt.

(*b*) He cannot engage in any trade or business under a name other than that under which he was adjudicated bankrupt.

A bankrupt may at any time apply to the Court for an Order of Discharge, and the Court may refuse or (with or without conditions) suspend such discharge.

In the York area in 1926 there were twenty-five bankruptcy petitions, twenty-two receiving orders, and four cases where non-official trustees were appointed by the creditors. The costs of the Court are met partly by the Treasury and partly by certain charges recoverable from the debtor's estate. The Court is held in Clifford Street, and the Official Receiver at York is a practising solicitor.

Coroner

The Coroner, who holds a very ancient office, is appointed by the City Council and is paid by it. He may retire or be retired at 65 with a pension, or in case of misconduct or incapacity he may be removed by the Lord Chancellor. Every Coroner must appoint a deputy, who must be a fit person approved by the Lord Mayor.

The most important duty of a Coroner is that of inquiring into the death of any person whose dead body is lying within the area of his jurisdiction, if there is reasonable cause to suspect that such person has died a violent or unnatural death, or if the cause of death is unknown. He has also to hold " treasure trove " inquest where any money, coin, gold, silver, plate or bullion is found hidden in the earth or other private place, the owner thereof being unknown.

From what has been written it will be seen that, in addition to an unpaid magistracy and other voluntary

services, a large number of officials are required for the administration of justice in our City. The citizens reap the benefit in the normal life of quiet order and good government which they enjoy. It is, however, somewhat anomalous that, whereas the citizens enjoy at the public charge such amenities as a public health service, relief from destitution, the lighting of the streets, and the provision of parks and of an Art Gallery and a Library, no sooner are they obliged to appeal to the law for justice than they find that the cost of obtaining it—often very heavy—falls (in most cases) on the individual. We talk of "even-handed" justice, but so long as this anomaly continues, the scales are weighted in favour of the rich.

THE NET COST OF THE ADMINISTRATION OF JUSTICE IN YORK FOR THE YEAR ENDING MARCH 31ST, 1926, BORNE BY RATE AND GOVERNMENT GRANT:

	Borne by Rate.	Government Grant.	Total.
	£	£	£
Courts of Justice	503	—	503
Assizes and Quarter Sessions ..	808	—	808
Petty Sessions	35 Cr.	47	12
Juvenile Offenders	326	—	326
Coroner's Inquests	294	—	294
	1,896	47	1,943

The only Government Grant received was a small one for the probation of offenders.

The cost of the Petty Sessions was borne by fees and the fines of the offenders brought before the Court.

Comparison between the Criminal Statistics of York and the rest of England and Wales.

Criminal Statistics, per 1,000 population.

	1922.	1923.	1924.	1925.	1926.
Indictable Offences.					
Assizes, Quarter Session and Summarily.					
England and Wales	1·52	1·47	1·48	1·47	
York	1·47	1·45	1·66	1·82	
Non-Indictable Offences.					
Akin to Indictable Offences.					
England and Wales	1·62	1·53	1·52	1·50	
York	2·13	1·67	1·59	1·78	
Other Non-Indictable Offences.					
Excluding Offences against Highways Act and Drunkenness.					
England and Wales	6·21	6·25	6·35	6·37	
York	3·86	3·67	5·58	4·45	
Offences Against the Highways Acts.					
England and Wales	3·81	4·32	5·05	5·77	
York	1·51	1·67	1·78	2·08	
Drunkenness.					
England and Wales	2·10	2·12	2·15	2·06	
York	1·85	1·52	2·03	2·10	

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The amount of crime in York during recent years does not appear to have differed materially from the rest of England.

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XV

WHAT IT ALL COSTS

He was deeply convinced, he said, and kept saying, "All excess in the public expenditure beyond the legitimate wants of the country is not only a pecuniary waste, but a great political and above all a great moral evil."

MORLEY'S "Life of Gladstone."

Chapter XV

WHAT IT ALL COSTS

Expenditure—Revenue—Debt. Tables (1) Total, (2) Deducting Grants, (3) Balance Sheet. Comparison with County Boroughs.

IT has been well said that "an idealist is all right if he will only keep accounts," and it is undoubtedly the cost to the rates which has made the work of those who have a high ideal of civic life slow and difficult of attainment. This cost has been growing rapidly in recent years, and so long as Parliament is continually putting new duties on to the local authorities there is no reason to suppose that the growth will not continue.

Expenditure

The total cost of local government in York for the year ending March 31st, 1926, was £479,028, which was more than the rateable value, and was equivalent to £5 10s. 8d. per head. The cost after deducting the Government grant was £328,167, which is equivalent to £3 15s. 10d. per head.

Table I (p. 304) shows the total expenditure and revenue of the three bodies (the Corporation, Guardians and Overseers) that until 1927 spent the York ratepayers' money. The expenditure is divided so as to show the cost of the different functions of local government. The Trading Accounts are also summarised and analysed.

Table II (p. 306) shows the cost of local government in York after deducting the Government grants, the cost of each service, the percentage of the total, the rate

necessary to meet the expense, and the cost per head of population. The rateable value of the City (City Fund) for this period was £432,800. A 1d. rate produced £1,800, the population being estimated at 86,530 persons.

Revenue

Government grants are of two kinds. A small amount under the Agricultural Rates Acts is not given for any service rendered, but as relief to one particular class of ratepayers. The other and much larger sum is given for specific services rendered, and comes to 31 per cent. of the expenditure. The grants are given in a rather haphazard manner; the method of distribution is needlessly involved, and might with great advantage be simplified. Half the cost of education and police, and a smaller proportion of expenditure on health, is borne by Government grants. All of these are given in proportion to the expenditure incurred.

Grants are now being given for main roads from the Road Fund, based on expenditure on first and second-class roads. The York Union gets a grant for pauper lunatics, maintenance and salaries of Poor Law officers, but it must be remembered that Old-Age Pensions and Health and Unemployed Insurance benefits must have taken away a very large burden that would have had to be shouldered by the Local Authority. The grants for general administration and for the administration of justice are only trifling in amount. Expenditure on sewage and refuse disposal, street scavenging, lighting, street improvements, and recreation receives no grants.

By far the largest amount is given to education, and, without it, there is no doubt that our educational service would be very inferior to what it is to-day.

In the same way the recent developments with regard to tuberculosis, maternity work, and V.D. clinics are the result of Government assistance. Mental deficiency hospitals benefit in grant, but the fever hospital does not. That the grants should be confined to certain institutions and not given to others seems illogical.

Without going into the debatable question of the rating of ground values, it would seem more equitable if the assessment were split into the ground value and improvement value and the grants given in relief of the latter only. There is no reason why the ground values should be enhanced by a subsidy from the taxpayer, whilst an additional relief on improvement values would be an advantage to the poorer ratepayer and would have a beneficial economic effect upon industry.

The profits from trading, rents of property and income tax returned formed less than $2\frac{1}{2}$ per cent. of the total revenue, and are not likely to form a larger proportion in future.

Debt

The financial survey would not be complete without a statement showing the liabilities and assets. These are shown in Table III (p. 307). The debt on the property-producing revenue was £977,894 or £11 *per head*. That on housing, already the largest, is rapidly growing, and in addition a large sum will be required for re-housing. It is hoped that in the course of time it will be reduced by the sale of houses to their occupants.

The rapid growth in electricity in recent years has entailed a large expenditure. Every £100 of additional revenue requires an investment of £300, but this may be checked in future under the new Act, which will confine

many local authorities to the distribution of electricity within their area.

The debt on the non-revenue-producing property was £526,279, or £6 *per head*, a figure that need give no alarm in view of the annual reductions through the sinking fund.

The charge for interest and sinking fund for the revenue-producing and non-revenue-producing debt in the year under consideration was :

	Revenue.	Non-Revenue.
	£	£
Interest	40,645	21,881
Sinking Fund	26,761	26,166
Total	67,406	48,047

It is not likely that any substantial sum will be required in the immediate future for the non-revenue bearing debt, unless there is a large increase in population.

York had £357,178 3 per cent. stock outstanding on March 31st, 1926, which was issued in 1894. Since then it has financed its requirements mainly by mortgages on the rates issued for short periods, the rate varying according to the state of the money market at the time. It had also £207,305 Housing Bonds, which are redeemable in varying amounts during the next ten years.

Another and useful source of capital is the sinking fund each year, which can be applied for further capital expenditure. There is in a city like York a very considerable sum of money saved each year for which Corporation mortgages offer a suitable and popular form of investment owing to their safety and convenience of withdrawal. The Corporation borrows this money at a very reasonable rate of interest. It is, however, not unlimited in amount, and should the borrowings greatly

exceed the available local savings the rate of interest paid will have to be greater to attract money from outside sources.

The question of municipal banks is arousing a good deal of interest. The need in York would seem to be met firstly by the opportunity for investment of sums of £50 and over in Corporation mortgages, and secondly by the Trustee Savings Bank. The latter, a most progressive institution, has Corporation representation on its Board of Trustees and has made large loans to the Corporation.

Figures in the aggregate like those given above are more easily comprehended if shown as the cost per household. We had in the parish of York in 1926 21,750 separate assessments. The average debt on revenue and non-revenue producing property per assessment was £45 and £24 respectively.

On the average it cost the ratepayers 17s. during the year to give to each assessment police protection, 36s. to drain and remove the refuse from it, another 36s. to look after the other health requirements of its inmates, whilst 55s. was required for its share of the cost of the highways. Education cost 76s. and the alleviation of destitution 43s.

Houses which yielded less than £13 in rates received more for these services than they gave, a fact which has a bearing on the question of the extension of the City boundaries.

It is figures such as these which show how essential it is that there should be no waste in municipal government, and that we get full value for our expenditure, if we are to meet the growing standards of public health, education and the amenities of civic life.

TABLE I

TOTAL EXPENDITURE ON LOCAL GOVERNMENT IN YORK (other than Loans) for the year ending March 31st, 1926.

EXPENDITURE.

	Corporation.	Overseers.	Out-Relief.	York Union.	Total.
	£	£	£	£	£
Administration	13,110	3,047	2,420	3,022	21,599
Education	177,881	—	—	—	177,881
Health	76,451	—	16,580	892	93,923
Housing	16,478	—	—	—	16,478
Highways	66,241	—	—	—	66,241
Protection of Person and Property	38,096	—	—	—	38,096
Recreation	16,175	—	—	—	16,175
Destitution	147	—	25,436	20,916	46,499
Vital Statistics	—	—	—	193	193
Justice	1,943	—	—	—	1,943
Total	406,522	3,047	44,436	25,023	479,028

REVENUE.

	Corporation.	Overseers.	Out-Relief.	York Union.	Total.
	£	£	£	£	£
Rates	236,015	3,047	36,056	22,007	297,125
Government Grants	146,978	—	2,429	1,454	150,861
Agricultural Rates Grant in lieu of Rates (excluding education)	201	—	143	85	429
Trading Profits (electricity and markets)	4,535	—	—	—	4,535
Rents of Property let and Investment Income	2,896	—	—	—	2,896
Income Tax Returned	3,950	—	—	—	3,950
Balance	11,947	—	5,808	1,477	19,232
Total	406,522	3,047	44,436	25,023	479,028

SUMMARY OF THE MUNICIPAL TRADING ACCOUNTS FOR THE YEAR ENDING MARCH 31st, 1926

REVENUE

	Income.	Expenditure.	Interest. Sinking Fund.	Balance.	Paid in Relief of Rate.
	£	£	£	£	£
ELECTRICITY	105,878	58,772	28,740	18,366	2,268
TRAMWAYS:					
Trams	60,242	48,401	10,351	1,490	—
Railless	4,065	3,245	1,941	1,121 Dr.	—
Omnibuses	9,737	8,093	1,219	425	—
MARKETS:					
Provision	6,847	4,673	251	1,923	1,923
Cattle	5,095	4,221	530	344	344
NAVIGATION:					
Ouse	12,082	11,375	568	139	—
Foss	1,497	1,271	152	74	—
ESTATES:					
Property Let	7,201	2,892	1,825		
Investment Income	263	—	—	2,896	2,896
Bonding Warehouse	936	787	—		
INCOME TAX	3,950	—	—	3,950	3,950
HOUSING	13,017	6,232	23,263	16,478 Dr.	5,932 Dr.

This item for Housing has already been included under "Net Cost of Protection of Life" and the debit balance of £16,478 is shown as follows:

Borne by Rate	£5,932
Government	10,546
	£16,478

The Trams contributed £5,435 towards the repair of the roads.

TABLE II

EXPENDITURE ON LOCAL GOVERNMENT IN YORK (other than Loans) AFTER DEDUCTING GOVERNMENT GRANT for the year ending March 31st, 1926

	Expenditure	% of Total.	Rates in £	Per head of Population
	£	%	d.	s. d.
Administration	19,279	5·9	10·7	4 6
Education	82,408	25·1	45·78	19 1
Health	78,279	23·9	44·74	18 1
Housing	5,932	1·8	3·42	1 4
Highways	59,656	18·2	34·44	13 9
Protection of Property	20,386	6·2	11·37	4 9
Recreation	13,659	4·1	7·8	3 2
Destitution	46,499	14·2	25·83	10 9
Vital Statistics	173	—	—	—
Justice	1,896	0·6	1·05	0 5
Total	328,167	100·0	185·13	75·10
Less Agricultural Rating Grant (excl. Education £222)	429		0·24	
	327,738		184·89	
Less Trading Profits	11,381		6·28	
	316,357		178·61	
Less Balances	19,232		10·61	
Amount expended out of Rate	297,125		168·00	

TABLE III

BALANCE SHEET OF THE CORPORATION AND OVERSEERS, MARCH 31st, 1926

LIABILITIES

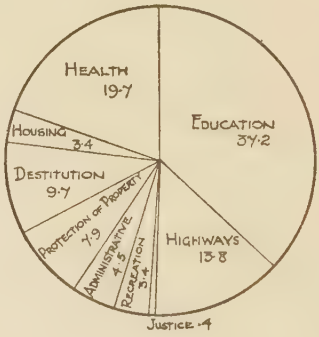
	£	£
Corporation Stock	340,533	
Mortgage Bonds	884,936	
Housing Bonds	207,305	
Bank Overdraft	71,399	
		1,504,173
Surplus on Properties producing Revenue	353,087	
Surplus on Properties not producing Revenue	404,529	
		757,616
		2,261,789
REVENUE ACCOUNTS		
Sundry Liabilities	48,328	
Sundry Creditors	45,765	
Surplus on Revenue (Corporation)	133,251	
Surplus on Revenue (Overseers)	12,144	
		239,488
		£2,501,277

ASSETS

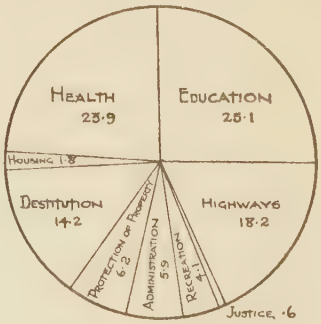
	£	£
PROPERTY PRODUCING REVENUE:		
Housing	460,422	
Property (Let)	112,781	
Electricity	448,753	
Trams	239,231	
Markets	41,099	
River Foss Navigation	13,412	
Investments, Sales of Land	15,283	
		1,330,981
PROPERTY NOT PRODUCING REVENUE:		
Municipal Buildings	30,750	
Education	201,696	
Health	323,113	
Highways and Bridges	248,270	
Recreation	92,911	
Justice and Protection of Property	34,068	
		930,808
		2,261,789
REVENUE ACCOUNTS		
Sundry Assets	85,359	
Sundry Debtors	100,814	
Owing by Bankers (to Corporation)	41,171	
Owing by Bankers (to Overseers)	12,144	
		239,488
		£2,501,277

In addition to the above the York Union had loans of £9,552 on property of unascertained value.

NET EXPENDITURE OF LOCAL GOVERNMENT IN YORK
(OTHER THAN LOAN) FOR THE YEAR ENDING 31ST MARCH 1926
BEFORE DEDUCTING GOVERNMENT GRANT.



NET EXPENDITURE OF LOCAL GOVERNMENT IN YORK
(OTHER THAN LOAN) FOR THE YEAR ENDING 31ST MARCH 1926
AFTER DEDUCTING GOVERNMENT GRANT.



COMPARISON BETWEEN THE EXPENDITURE BORNE BY RATES IN YORK AND THE COUNTY BOROUGHS IN ENGLAND AND WALES

In 1924-25 the highest rates in the £ were levied at West Ham, where they were 24s. 6d.; Merthyr Tydfil followed with 24s. 4d., whilst at the other end of the scale the rates were only 7s. 3d. in Blackpool and 8s. 1d. in Bournemouth.

The comparison of the rates levied in the different towns is of very little value owing to the difference in the rateable value per head of the population. Thus, the rates levied in Manchester in 1924-25 were only 12s., whilst in York they were 14s. 11d., yet owing to the fact that the average amount of assessable value per head in Manchester was £18 16s. as against £5 3s. 4d. in York, the rate collected per head was £4 19s. in Manchester, and only £3 14s. in York.

The best comparison between the expenditure out of rates of different towns is that of the average amount of rates collected per head of the estimated population.

The highest amount of rates collected per head of the population in 1924-25 was in Bradford with £5 9s., West Ham following with £5 3s., whilst the lowest was Dudley, which only spent £2 3s., Gateshead following with £2 6s., York spending £3 14s.

The Total Rate levied for all local purposes.

	York	County Boroughs, England and Wales
	s. d.	s. d.
Town Council	11 5·5	10 0·4
Other Local Authorities	3 5·5	3 4·8
Total	14 11	13 5·2

The Assessable Value per Head of Population.

York	£5·1
County Boroughs, England and Wales	£5·9

In the County Boroughs of England and Wales, if the Assessable Value had been the same as York, the Total Rate levied for all local purposes would have been 15/6·5.

	York	County Boroughs, England and Wales
	Per cent.	Per cent.
The Percentage of Rate levied for		
Town Council	76·8	74·7
Other Local Authorities	23·2	25·3
	100·0	100·0

DEBT

Average amounts per pound of rateable value of net outstanding loan debt (other than for Housing, Trading and Estates).

York	£1	8	0
County Boroughs, England and Wales	£1	6	0

Average amounts per head of the estimated population of net outstanding loan debt (other than for Housing, Trading and Estates).

York	£7	6	0
County Boroughs, England and Wales	£7	16	0

XVI

CONCLUSION

" I am not sure that if I were asked by some stranger to these shores, which city, to the exclusion of all others, he must see, I should not nominate York. Certainly no English town that I have visited has seemed to me so much of a revelation. The whole story of this land for two thousand years is recorded in its stones, and recorded with a coherence and a beauty that you will find nowhere else."

Alpha of the Plough.

Chapter XVI

CONCLUSION

IT may be useful to summarise a few of the conclusions that arise from this survey of the field of local government in the City of York.

Some of these are of purely local concern or may, to some extent, be dealt with by local action, such as the provision of more parks, the greater use of the strays as playing fields, additional public baths, the extended teaching of health in the schools, the continuation of education for those over the age of fourteen with better facilities for technical education. A further advance in public health in York demands a serious attempt to get rid of the worst slums within a reasonable period and the building of a public abattoir. The preservation of the many vestiges of the past, and the development and beautifying of the City, have perhaps more than a purely local interest in view of the visitors that come to our City in increasing numbers.

There are other civic improvements for which, in common with the rest of England, we must wait the slow moving machinery of Parliament or the dilatory action of a Government department.

Amongst the improvements in the machinery of local government are :

Proportional Representation

with electoral areas of the whole Borough or large Wards

returning several members, instead of the present system of small areas each returning a single representative. Most members have to rely upon party organisation and party votes for their election, with the result that a minority party, however large a body of opinion it represents in the City, may fail to obtain adequate representation in the Council if it is spread equally over the Wards. The result is that the services of good administrators are often lost to the community. Proportional Representation would enable all groups to be fairly represented on the Council, and would secure the return of the best candidates.

This is more important in Municipal than Parliamentary Elections, as party plays a very small part in the work of the Council, which is mainly administrative, and the good government of the City requires the return of the best administrators contributed by all parties. A substantial majority which is desirable to make a national government effective is not necessary in local government.

No matter what their political complexion, a few disinterested able administrators will very largely guide the work of the Council.

Triennial Elections of the whole Council, instead of Annual Elections of one-third of the Members.

There seems no good reason to-day, whatever may have been the case in 1835, that the Members of the Council of a County Borough should not all be elected every three years, in the same manner as those of a Board of Guardians or County Council, instead of one-third of them every year. Triennial elections would save expense to the City and the different parties or groups. It would be easier to focus public opinion on the work

of the Council during the past three years and on the policy of the candidates for the future than when, as under the present system, the work of the representation is reviewed piecemeal.

Elections at a less inclement season of the year.

If elections were held on the first of May instead of the first of November as at present, it would lessen the discomfort of many thousands of those who take part in the canvassing and open-air meetings which form part of an election campaign.

Further use of Co-opted Members.

There are a certain number of men and women in every community who could make a contribution to the good government of their City, but who will not face the rough and tumble of an election, or whose interest is confined to a part of municipal work, or whose spare time is very limited. It would be a great advantage if the services of such could be drawn upon to a greater extent than now. The advantage of co-opted members has been recognised in Education, and might suitably be extended to Health and the Alleviation of Destitution, as well as the recreational activities of a City.

Abolition of the necessity for the confirmation of local bills by a Poll of the Citizens.

A poll of the citizens may be demanded at a town's meeting held to approve a local bill. This safeguard, if it be one, sometimes results in the prolonged labours of the elected representatives being upset by a small well-organised sectional interest.

It is difficult to get the Council as a whole to campaign and arouse interest in favour of their bill; an apathetic

public will not take the trouble to vote, and the resu
is that the active minority which brings its few supporte
to the poll is often sufficient to destroy the bill.

If the Council has treated any interest unfairly in th
local bill they are promoting, this can safely be left to th
judgment of the Parliamentary Committee, where th
objectors have the right to be heard.

The poll of the citizens is a useless expense, and ofte
works against the best interest of the community.

Reduction in the cost of obtaining powers from Parliament.

It is a scandal that a public authority should have t
pay fees in order to obtain the consent of Parliament t
an unopposed Bill.

*The transfer of Civil Marriage from the Guardians to th
Municipal Authority.*

With this would also go the duty of the collectio
of the vital statistics for the Registrar-General. Th
Municipal Authority should have the custody of suc
Parish Registers which remain, which are now kept in th
vestries of the old Parish Churches.

Improvements in the administration of Public Healt
demand :

*The Consolidation of all Health Services under the Cit
Council.*

This would co-ordinate and make the best use of al
the hospitals supported out of public funds, whilst th
Voluntary Hospitals, as suggested by Mr. Neville Chamber
lain, would continue their separate existence, but be fre
to charge for services where desirable.

Vaccination and the work of the Parish Doctors woul

form part of the general health service of the Medical Officer of Health.

Further powers with regard to the treatment of the Mentally Afflicted.

These are required to enable patients to enter the Municipal Hospitals voluntarily, in the early stages of the malady, with a view to recovery.

Greater pressure from the Ministry of Health on the more backward authorities.

If the whole standard of health of the country is to be raised as it should be, more initiative should be shown by the Ministry of Health. A Local Authority with a high death-rate, the result of bad sanitary conditions, should be penalised in grant until the evils have been remedied. The initiative should come from the Ministry of Health, if the Local Authority does not move of its own accord.

The growing cost of Local Government demands :

An examination of the whole system of rating and the distribution of Government Grants.

It is recognised on all hands that the cost of relief of destitution due to changes or depression in trade acts very harshly as between one district and another, and that the heavy cost of Local Government has placed a burden upon industry, which is hindering its development and accentuating the present trade depression.

The enormous growth in motor vehicles has brought with it a very great increase in the cost of road repair and the *additional* cost of the direction of traffic, whilst the construction of new roads and bridges has become necessary, to divert the heavy cross-country traffic from the

crowded streets of our cities. The Road Fund is th national source from which this increased cost shoul come.

Substantial grants are necessary for the abolition o slum areas, if they are to be adequately dealt with.

The amenities of Town life would benefit by :

A Central Library

(not necessarily in London) from which the City Librar could draw books that were required by its readers fo study or research.

A greater extension of loan or permanent exhibits

from the National Collections to the local Museums anc Art Galleries.

Local Administration would benefit by :

Relaxation of the veto which forbids the Local Authority t buy land in excess of immediate requirements.

A growing community should be enabled to buy land on the outskirts, when it can be obtained, at a reasonable price for future use, and not be barred from doing so as it is at present.

The Creation of a "Common Good" Fund

placed in the hands of Trustees for the benefit of the Corporation. This could be used for obtaining an option on property wanted for a public improvement, without the publicity of first bringing it before a committee, and the danger thereby of enhancing the price.

The Compilation and Publication of Standard Costs by the Ministry of Health

of the various services of Municipal Government, which

would enable the costs of local authorities to be compared and extravagance checked.

But in addition to these requirements, the growing scope and volume of local government make it more than ever necessary that the elected representatives should study the best means of administration, in order that their services may be most effectively used:

> "For forms of government let fools contest,
> Whate'er is best administered is best."

It should be constantly borne in mind that the duties of a City Councillor are administrative and not executive. He should secure the preparation of such figures and reports, the due consideration of which would give him the necessary control of administration.

Careful attention to the grouping, the size and scope of the work of the various committees with a proper delegation of authority from the Council would economise the Councillor's time, and his work would be more effectual if concentrated upon one or more related departments than if spread over a number of different interests.

Increasing attention must be given to the training and selection and conditions of the Municipal Civil Service.

There must be facility for interchange between different authorities, similar conditions of service, salaries and pensions.

But, above all, we must realise that our democratic system of self-government will fail unless a sufficient number of public-spirited men and women are forthcoming who, without praise or reward, and at some cost to themselves, will undertake the arduous task of the administration of the great and growing work of local government.

APPENDIX

STATISTICS OF YORK
- Area of City
- Population
- Local Government Electors
- Rateable Value of City
- Rates Levied in York
- Occupational Statistics
- Occupation of Persons aged Twelve Years and Over

EMPLOYEES OF THE CORPORATION AND BOARD OF GUARDIANS

TIME TABLE OF YORK ELEMENTARY AND SECONDARY SCHOOLS

LOCAL ACTS OF PARLIAMENT AND PROVISIONAL ORDERS
- Administration
- Street Improvements
- Strays
- Bridges
- River Ouse
- River Foss
- Markets
- Electric Lighting
- Light Railways
- Miscellaneous

EARLIEST EXTANT CHAMBERLAINS' ROLL OF YORK (1398)

COST OF THE CIVIC ADMINISTRATION OF YORK BEFORE THE REFORMED CORPORATION ACT (1835)

STATISTICS OF YORK

AREA OF CITY :

3,730 Acres (including Castle 8·5 acres).

POPULATION :

1921, 84,039.
1926, 86,290 Total Population.
84,430 Civilian Population.

LOCAL GOVERNMENT ELECTORS :

1926, 36,413.

RATEABLE VALUE OF CITY :

1926, £455,104. Rateable Value (City Fund).
21,750 Assessments.

RATES LEVIED IN YORK :

Yield of 1d. Rate £1,830. Borough Rate.
Rates levied March, 1926 :

Corporation ..	11s. 1¾d.
Guardians ..	2s. 8d.
Overseers ..	2¼d.
Total ..	14s. 0d.

OCCUPATIONAL STATISTICS. 1921 CENSUS :

	Males	Females
Total occupied	27,593	11,713
Unoccupied and Retired, aged 12 years and over	4,296	23,498
Under 12 years of age	8,644	8,295
Total ..	40,533	43,506

OCCUPATIONAL STATISTICS. 1921 CENSUS—(*Contd.*):

	Males	Females
Employers	918	158
Employees	25,263	10,723
Workers on own accord	1,412	823
Total	27,593	11,704
Occupied		
Single	10,871	9,819
Married	15,643	1,032
Widowed or Divorced	1,079	862
Total	27,593	11,713
Unoccupied		
Single	3,173	5,465
Married	729	15,297
Widowed or Divorced	394	2,736
Total	4,296	23,498

OCCUPATION OF PERSONS AGED 12 YEARS AND OVER:

Census, 1921.

	Males	Females
Fishermen	2	—
Agricultural Occupation	514	34
Mining and Quarrying Occupation	40	2
Workers in the Treatment of Non-Metalliferous Mine and Quarry Products (excluding workers in Gas Works)	2	1
Makers of Bricks, Pottery and Glass	223	6
Workers in Chemical Processes	86	11
Painters and Decorators	794	5
Workers in other Materials	35	10
Workers in Mixed or Undefined Materials	385	12

OCCUPATION OF PERSONS AGED 12 YEARS AND OVER—*Census* 1921 (*Contd.*):

	Males	Females
Persons employed in Gas, Water and Electricity	112	4
Persons employed in Transport and Communication	4,008	94
Commercial Finance and Insurance (excluding clerks)	2,562	1,146
Public Administration and Defences	2,777	117
Professional Occupations	857	907
Entertainment and Sport	171	96
Personal Service	769	3,710
Clerks and Draughtsmen	1,873	1,214
Warehousemen, Shopkeepers and Packers	553	1,089
Stationary Engine Drivers	240	—
Other and Undefined Workers	2,590	128
Retired or not gainfully Occupied	4,296	23,498
Metal Workers	2,623	39
Workers in Electro-Plate and Precious Metals	7	—
Electrical Apparatus Workers	334	2
Makers of Watches, Clocks, and Scientific Instruments	202	—
Workers in Shoes and Leather	129	10
Textile Workers	41	31
Makers of Textile goods and Articles of Dress	439	683
Makers of Food, Drinks and Tobacco	1,970	1,797
Workers in Wood and Wood Furniture	1,636	29
Makers of, and Workers in Paper, Printers, Bookbinders, Photographers	468	512
Builders, Bricklayers, Stone and Slate Works	1,101	4

EMPLOYEES OF THE CORPORATION AND BOARD OF GUARDIANS

1927

CORPORATION :		
Administrative and Finance :		
Town Clerk's Office	8	
Treasurer's Office	28	
Health	263	
Education	523	
Streets and Buildings	416	
Protection of Property	118	
Recreation :		
Parks	49	
Library	15	
Art Gallery	4	
Trading :		
Ouse and Foss	29	
Markets	18	
Electricity	191	
Tramways	203	
		1,865
GUARDIANS		121
Total ..		1,986

Streets and Buildings includes men employed for Highways, Sewerage and Clearing of Refuse.

According to the Census of 1921 there were 39,306 people occupied in York. If the occupied persons bore the same ratio to the total population in 1927 as in 1921, the Local Government Employees would represent 5 per cent. of the total employed.

TIME TABLES OF ELEMENTARY AND SECONDARY SCHOOLS

Number of Minutes Devoted Weekly to Each Subject in an Infants' Department of a York School.

Average Age		4·4	5·4	6·6	
Class		3. Boys and Girls.	2. Boys and Girls.	1. Boys.	1. Girls.
Religious Instruction		150	150	150	150
Drawing		150	85	80	170
Singing		100	100	60	60
English :					
Conversation		—	70	45	45
Recitation		—	100	95	65
Story and Expression		100	175	175	150
Reading and Word Building		—	180	230	230
W.R. Tracing		—	150	100	120
Number		—	95	150	130
Physical Exercise and Games		275	120	120	115
Kindergarten or other occupations		100	150	170	140
Rest Period	275				
Lunch	100				
Dressing	100				
Extra Playtime	25				
		500	—	—	—
		1,375	1,375	1,375	1,375

NUMBER OF MINUTES DEVOTED WEEKLY TO EACH SUBJECT IN BOYS' AND GIRLS' DEPARTMENTS OF CERTAIN YORK SCHOOLS, TOGETHER WITH SIMILAR INFORMATION IN RESPECT OF BOYS' AND GIRLS' SECONDARY SCHOOLS.

Average Age	GIRLS—ELEMENTARY.									
	7·9	8·7	10·1	11·1	11·5	12·6	13·5	13·5	14·6	14·6
Standard	I	II	III	IV	V	VI	VII	VII	VIII	VIII
ARTS.							(*a*)	(*b*)	(*a*)	(*b*)
Religious Instruction	150	150	150	150	150	150	150	150	150	150
Art	75	80	85	90	85	105	60	105	60	60
Music and Singing	80	80	80	110	95	85	60	60	30	30
History	45	45	50	60	90	70	90	90	90	90
Geography	60	60	60	90	60	90	90	90	80	80
LANGUAGES.										
English Lang. and Lit.	460	440	485	370	315	280	300	300	255	255
Latin	—	—	—	—	—	—	—	—	—	—
French	—	—	—	—	—	—	—	—	—	—
MATHEMATICS.										
Arithmetic, Algebra	240	260	205	205	250	230	240	240	240	270
Geometry	—	—	—	—	—	—	—	—	—	—
Trigonometry	—	—	—	—	—	—	—	—	—	—
SCIENCE.										
Chemistry	—	—	—	—	—	—	—	—	—	—
Physics	—	—	—	—	—	—	—	—	—	—
Mechanics	—	—	—	—	—	—	—	—	—	—
Botany	—	—	—	—	—	—	—	—	—	—
Nature Study	60	60	60	60	125	60	—	—	—	—
PRACTICAL SUBJECTS.										
Handwork or Handicraft	75	60	70	60	45	—	—	—	—	125
Needlework or Dressm'g.	150	150	150	190	180	180	60	195	235	235
Cookery, Laundry, Housewifery	—	—	—	—	—	135	140	140	95	155
Typewriting and Shorth'd.	—	—	—	—	—	—	120	—	120	—
Book-keeping	—	—	—	—	—	—	60	—	95	—
Physical Exs. and Games	100	110	100	110	80	90	105	105	75	75
Private Study	—	—	—	—	—	—	—	—	—	—
Selected Subject	30	30	30	30	50	50	50	50	—	—
	1525	1525	1525	1525	1525	1525	1525	1525	1525	1525

(*a*) Commercial. (*b*) Domestic.

MINUTES DEVOTED WEEKLY IN SCHOOLS (*Contd.*)

Average Age	Boys—Elementary.									
	7·7	8·8	9·8	10·8	11·8	12·6	13·8		14·6	
Standard	I	II	III	IV	V	VI	VII		VIII	
							(*a*)	(*b*)	(*a*)	(*b*)
ARTS.										
Religious Instruction	150	150	150	150	150	150	150	150	150	150
Art	90	120	100	165	170	180	120	–	120	–
Music and Singing	80	80	110	110	100	100	60	60	30	30
History	45	60	60	60	75	75	90	90	90	45
Geography	60	60	60	90	75	100	125	75	80	80
LANGUAGES.										
English Lang. and Lit.	575	565	555	390	360	415	300	300	255	210
Latin	—	—	—	—	—	—	—	—	—	—
French	—	—	—	—	—	—	—	—	—	—
MATHEMATICS.										
Arithmetic, Algebra	270	240	185	235	295	300	210	375	440	465
Geometry	—	—	—	—	—	—	75	120	—	120
Trigonometry	—	—	—	—	—	—	—	—	—	—
SCIENCE.										
Chemistry	—	—	—	—	—	—	105	105	80	80
Physics	—	—	—	—	—	—	—	—	—	—
Mechanics	—	—	—	—	—	—	—	—	—	—
Botany	—	—	—	—	—	—	—	—	—	—
Nature Study	50	60	75	75	90	75	—	—	—	—
PRACTICAL SUBJECTS.										
Handwork or Handicraft	75	60	110	110	80	—	—	140	—	280
Needlework or Dressmkg.	—	—	—	—	—	—	—	—	—	—
Cookery, Laundry, Housewifery	—	—	—	—	—	—	—	—	—	—
Typewriting and Shorth'd.	—	—	—	—	—	—	120	—	120	—
Book-keeping	—	—	—	—	—	—	60	—	95	—
Physical Exs. and Games	100	100	90	110	80	80	60	60	65	65
Private Study	—	—	—	—	—	—	—	—	—	—
Selected Subject	30	30	30	30	50	50	50	50	—	—
	1525	1525	1525	1525	1525	1525	1525	1525	1525	1525

(*a*) Commercial. (*b*) Artisan.

MINUTES DEVOTED WEEKLY IN SCHOOLS (*Contd.*)

Average Age	GIRLS—SECONDARY.								
	11·8	12·7	13·7	14·9 15·7	16·2	16·5	16·6	17·2	17·5
Form	IIZ	IIIB	IVA	VB VA	VC	LviB	LviA	UviA	UviB
ARTS.									
Religious Instruction	40	40	40	40	40	40	40	40	40
Art	120	80	80	80	40	—	—	—	—
Music and Singing	40	40	40	40	40	40	40	40	40
History	80	80	80	100	—	—	240	240	—
Geography	80	80	80	100	100	—	—	—	[240]
LANGUAGES.									
English Lang. & Lit.	240	200	200	200	240	—	240	240	—
Latin	—	160	160	160	—	—	[160]	[160]	—
French	200	160	160	160	240	160	240	240	140
MATHEMATICS.									
Arithmetic	100	80	80	80	120				
Algebra	80	80	80	80	—	240	[160]	—	[240]
Geometry	80	80	80	80	—				
Trigonometry	—	—	—	—	—	—	—	—	—
SCIENCE.									
Chemistry	80	80	80	120	—	340	—	[160]	300
Physics	80	80	60	—	—	160	—	—	160
Mechanics	—	—	—	—	—	—	—	—	—
Botany	60	60	80	140	160	240	—	—	240
Nature Study	—	—	—	—	—	—	—	—	—
PRACTICAL SUBJECTS.									
Handwork or Handicraft	—	—	—	— —	—	—	—	—	—
Needlework or Dressmaking	60			40	—	—	—	—	—
Cookey, Laundry, Housewifery	80	120	120	—	80	—	—	—	—
Typewriting & Shtd.	—	—	—	—	280	—	—	—	—
Book-keeping	—	—	—	—	80	—	—	—	—
Physical Exs. and Games	80	80	80	80	80	80	80	80	80
Private Study	—	—	—	—	—	200	460	460	260
Selected Subject	—	—	—	—	—	—	—	—	—
	1500	1500	1500	1500 *	1500	1500	1500	1500	1500

* Certain students devote time during instructional periods shown above to Cookery and Laundry *or* Typewriting, Shorthand, and Book-keeping.

[ ] Where two subjects are alternative the time allowed to each is placed in square brackets.

MINUTES DEVOTED WEEKLY IN SCHOOLS (*Contd.*)

Average Age	BOYS—SECONDARY.								
	11·3	11·8	12·4	13·5	14·10	15·1	15·7	16·10	17·0
Form	IIIB	IIIA	IVC	IVA	VA	L VI	L VI	U VI	U VI
ARTS.						(*a*)	(*b*)	(*a*)	(*b*)
Religious Instruction	40	40	40	40	40	—	—	—	—
Art	80	80	80	80	80	—	—	—	—
Music and Singing	40	40	40	40	—	—	—	—	—
History	80	80	120	120	120	240	—	240	—
Geography	120	80	80	80	120	160	160	160	160
LANGUAGES.									
English Lang. and Lit.	240	200	160	160	200	280	160	280	160
Latin	—	200	200	200	200	200	—	200	—
French	240	200	160	200	200	320	—	320	—
MATHEMATICS.									
Arithmetic	80	80	80	40	80	—			
Algebra	120	80	80	80	80	—	360	—	360
Geometry	80	80	80	80	80	—			
Trigonometry	—	—	—	40	40	—			
SCIENCE.									
Chemistry	160	160	160	160	160	—	280	—	280
Physics	160	160	160	160	160	—	280	—	280
Mechanics	—	—	—	—	40	—	—	—	—
Botany	—	—	—	—	—	—	—	—	—
Nature Study	—	—	—	—	—	—	—	—	—
PRACTICAL SUBJECTS.									
Handwork or Handicraft	120	100	120	120	—	—	—	—	—
Needlework or Dressmkng.	—	—	—	—	—	—	—	—	—
Cookery, Laundry, Housewifery	—	—	—	—	—	—	—	—	—
Typewriting and Shorthand	—	—	—	—	—	—	—	—	—
Book-keeping	—	—	—	—	—	—	—	—	—
Physical Exs. and Games	120	120	120	80	80	80	80	80	80
Private Study	—	—	—	—	—	400	360	400	360
Selected subject	—	—	—	—	—	—	—	—	—
	1680	1700*	1680	1680	1680	1680	1680	1680	1680

* Handicraft adds 20 min. to ordinary school week.
(*a*) Modern.
(*b*) Science.

LOCAL ACTS OF PARLIAMENT, PROVISIONAL ORDERS, Etc.

Administration

34 and 35. Henry VIII, ch. x. An Act for the true making of coverlets in York.

3. George III. (1763). "An Act for the better cleansing and enlightening the Streets, Lanes, and Public Ways of the City of York and the Suburbs thereof, and of the Liberty of St. Peter within the said City, and for keeping the same in repair and free from Annoyance; and for regulating the Hackney Coachmen and Chairmen, Carmen and Draymen within the same."

8. George I. (1728). "An Act for the better preventing Abuses committed in Weighing and Packing of Butter in the City of York."

6. George IV. (1826). "An Act for paving, lighting, watching and improving the City of York, and the Suburbs thereof, and the Liberty of Saint Peter, within the said City, and for regulating the Police of the same respectively."

York Extension and Improvement Act, 1884—Extending the boundaries of the City.

Local Government Board's Provisional Orders Confirmation (No. 16) Act, 1893—extending the City area in Clifton District.

3 and 4. George V. York Corporation Act, 1913. Extension of loans on various undertakings.

4 and 5. George V. York Corporation Act, 1914. Additional powers for Tramway, Electricity and Market undertakings. Recreation Grounds, Streets and Buildings, Sewers and Drains, Infectious Disease, Common Lodging Houses.

York Corporation, Light Railways Order. 1908.

York Corporation, Light Railways Extension. 1912.

Street Improvements

York Improvement Act, 1840—Spurriergate and Coney Street.

The Local Government Supplemental Act, 1871 (No. 2)—

" Jolly Bacchus " Inn, Micklegate ; Lord Mayor's Walk, Monkgate and Gillygate.

Local Government Board's Provisional Orders Confirmation (Belper Union, etc.) Act, 1877—Castlegate and Water Lanes.

Local Government Board's Provisional Orders Confirmation (Bethesda, etc.) Act, 1880—Castlegate, Water Lanes and Blake Street.

Local Government Board's Provisional Orders Confirmation (No. 5) Act, 1886—Gillygate, Skeldergate and Holgate Road.

Local Government Board's Provisional Orders Confirmation (No. 7) Act, 1891—Barker Hill, Coppergate, Davygate, Goodramgate, Nessgate, Paver Lane and Queen Street.

Local Government Board's Provisional Orders Confirmation (No. 3) Act, 1901—Coppergate, Nessgate and Spurriergate.

Local Government Board's Provisional Orders Confirmation (No. 10) Act, 1904—Queen Street.

Local Government Board's Provisional Orders Confirmation (No. 4) Act, 1908—Pavement and Piccadilly.

STRAYS

York (Micklegate Strays) Act, 1907—Enabling the Corporation to acquire the rights of the freemen and others in the Micklegate Strays.

BRIDGES OVER THE RIVERS OUSE AND FOSS

49. Geo. III. (1809)—For widening and altering Ouse Bridge over the river Ouse and Foss Bridge over the river Foss in the City of York.

50. Geo. III. (1810)—Amending the last mentioned Act.

55. Geo. III. (1814-15)—Amending the two last mentioned Acts.

Lendal Bridge and York Improvement Act, 1860—As to construction of Lendal Bridge.

York (Skeldergate Improvement) Act, 1875—As to construction of Skeldergate Bridge.

The Local Government Board's Provisional Orders Confirma-

tion (Bethesda, etc.) Act, 1880—As to borrowing powers in respect of Skeldergate Bridge.

York Extension and Improvement Act, 1884—Authorising continuance of tolls on Lendal Bridge.

York Corporation Act, 1913—As to freeing of Skeldergate Bridge from tolls.

River Ouse

23. Henry VIII. (1532). "An Act for the pulling down of Piles and Fish Garths in the Rivers Ouse and Humber."

13. Geo. I, ch. xxxiii (1726). An Act for improving the navigation of the River Ouse.

5. Geo. II, ch. xv. (1731)—As to levying of tolls and borrowing of money.

The Ouse (Lower) Improvement Act, 1884 shortened the length of the river over which the Corporation had jurisdiction.

York Extension and Improvement Act, 1884—This Act re-enacted Section cxv of 6. Geo. IV, ch. cxxvii (Regulations as to the staithes, and traffic on the rivers Ouse and Foss).

Canal Tolls and Charges No. 7 (River Ancholme, etc.) Order Confirmation Act, 1894—As to classification of merchandise and scale of tolls.

York Corporation Act, 1902—Part XII relates to rivers Ouse and Foss.

River Foss

33. Geo. III, ch. xcix (1793)—For making and maintaining a navigable communication from the junction of the river Foss with the river Ouse, to Stillington Mill, and for draining and improving certain low lying lands on each side of the said river Foss.

41. Geo. III, ch. cxv (1801)—Amending the last mentioned Act, and enabling the Company of Proprictors to complete the Foss Navigation.

York Drainage and Sanitary Improvement Act, 1853, ch. lvi—(inter alia) Enabling the Corporation to purchase the undertaking of the Foss Navigation Co.

York Improvement (Foss Abandonment) Act, 1859, ch. xix—Authorising the abandonment of the Foss Navigation from a point about 200 yards above the York Union Workhouse, and amending the earlier Acts.

York Extension and Improvement Act, 1884—This Act re-enacted Sec. cxv of 6. Geo. IV, ch. cxxvii (Regulations as to the staithes and traffic on the rivers Ouse and Foss.)

Canal Tolls and Charges No. 7 (River Ancholme, etc.) Order Confirmation Act, 1894—As to classification of merchandise and scale of tolls.

York Corporation Act, 1902—Part XII relates to rivers Ouse and Foss.

MARKETS

3. William IV, ch. lxii (1833)—An Act for improving and enlarging the Market, etc.

(*Note.*—This Act was repealed by the York Extension and Improvement Act, 1884, but certain portions thereof as set out in the 2nd Schedule of the 1884 Act were re-enacted.)

York Extension and Improvement Act, 1884—Part VIII relates to Markets. Certain portions of the Act 3. Wm. IV, ch. lxii (1833) were also re-enacted.

Local Government Board's Provisional Orders Confirmation (No. 5) Act, 1899—As to Market tolls and charges.

York Corporation Act, 1902—Part XI relates to markets.

York Corporation Act, 1914—Part V relates to markets.

ELECTRIC LIGHTING

York Electric Lighting Order, 1890—Authorising the Corporation to supply electricity within the City.

York Electric Lighting (Extension) Order, 1914—Authorising the Corporation to supply electricity in certain areas outside the City.

York Corporation Act, 1913—Miscellaneous Provisions.

York Corporation Act, 1914—Miscellaneous Provisions.

LIGHT RAILWAYS, ETC.

York Corporation Light Railways Order, 1908—Authorising the construction of light railways in the City and Fulford.

York Corporation Light Railways (Extension) Order, 1912—Authorising extension of light railways along Nunnery Lane and Bishopthorpe Road.

York Corporation Light Railways (Extension) Order, 1914—Authorising extension of light railways to Hull Road and Haxby Road, etc.

York Corporation Act, 1914—As to trolley vehicles, motor omnibuses, and light railways.

MISCELLANEOUS

York Extension and Improvement Act, 1884—Extension of City, Lands, Rating and Borrowing Powers, Corporation Stock, Sanitary and other matters, Police, Markets, Bridge tolls, and Miscellaneous.

York Corporation Act, 1902—Electricity; Streets and Buildings; Sanitary matters; Milk Supply (Tuberculosis); Common Lodging Houses; Guildhall; Recreation Grounds, etc.; Advertisements; Hackney Carriages; Police; Fire Brigade and Street Traffic; Markets; Rivers Ouse and Foss Navigations; Insurance, etc., Funds; Finance and Rating; Miscellaneous.

York Corporation Act, 1913—Electricity; Finance; Miscellaneous.

York Corporation Act, 1914—Lands and Works; Trolley Vehicles; Motor Omnibuses and Light Railways; Electricity; Markets; Recreation Grounds, etc.; Streets, Buildings, Sewers and Drains, etc.; Infectious Disease and Sanitary Provisions; Common Lodging Houses, etc.; Financial; Miscellaneous.

CHAMBERLAINS' ROLL OF 1398

In order to show the contrast between the civic expenditure at the end of the fourteenth century and to-day, Dr. Maud Sellers, M.A. (Cantab), Litt.D. (T.C.D.) the Honorary City Archivist and Miss Stokes have transcribed the earliest Chamberlains' Roll in the civic archives and kindly allowed us to use the following translation :

THE EARLIEST EXTANT CHAMBERLAINS' ROLL OF YORK [1398]

Expenses of the Chamber

Payment of Farms

In the first place the Chamberlains in the payment by them to the sheriffs of York for the rent of our Lord the King called blaunches [ilver ? . . . of] the rent of one stone of wax for the common hall—4s.

Total—8s. 1d.

Expenses of the Parliament

Also they account to Thomas Gra and William de Selby to London to the parliament appointed for the Monday next [after] the octave of St Hilary in the 20th year of the King's reign [1397] who set out on their journey on the 16th of January, to wit, [on the morrow] of St Maur the Abbot [in the year] above said, £10 in part of their wages.

Total £10.

*Fees to the People of the Court**

Also they account in the payment by them* because below And in cloth of scarlet and 'ray' for the chamber . . . 163s. [7 *or* 8 *words entirely illegible by wear*]
And to John de Kyllyngall for his fee, against a receipt, 20s. And to Stephen del Fall for his fee, 20s. And to Thomas . . . [*illegible*] for his fee, 13s. 4d. And to the same Thomas for fees by him paid in the Court for two writs ....s. And to William Gascoigne for his fee 20s. And to John Wooderton for his fee 20s.* because below*. And to Stephen de Parys for his fee..... [*illegible*] as is customary . . . [*illegible*] And to William Hungate

* Words erased.

for his fee 20s. And to the aforenamed Thomas de Ellerbek for his fee by him paid . . . [*illegible*] . . . 9s. And to Thomas de Farnyngton, 20s. And to Robert Tyrwhyt, 10s.

Total £10 12s. 9d.

Fees of the Chamber

Also they account to the common clerk and underclerk for their fee in the Easter term, 35s. And to John Stirtauaunt] for his fee [in the same term ?] 20s. And to William de Wir . . . [for his fee in the same term] 16s. 8d. And to the Mayor for his fee in the same Easter term £12 10s. And to the afore named John Stirtauaunt for [7 *or* 8 *words illegible*] . . . for his fee for the term of the Nativity of St John the Baptist, £12 10s. And to the common clerk for himself and his clerk. . . . And to William de Wirkeworth for the same term, 16s. 8d. And to the aforesaid Mayor for his fee for the Michaelmas term, £12 10s. And to the common clerk for himself and his clerk, 35s. And to John Stirtauvaunt, 20s. And to William de Wirkesworth, 16s. 8d. for the same Michaelmas term. And to the aforesaid Mayor for his fee for the Christmas term, £12 10s. And to the common clerk for himself and his clerk for the same term of Christmas, 35s. And to John Stirtauvant carrying the sword for the same term . . . [*four or five words torn away*] and to William de Wirkesworth for his fee, 16s. 8d. And in the fees of the three Chamberlains, 10s.

Total—£64 16s. 8d.

Fees of the six serjeants of the Chamber, with their summer and winter gowns

Also they account to the six serjeants of the chamber at Easter, 6 marks. And at Christmas to Richard de Massham, 13s. 4d. And to John Gode, 13s. 4d. And . . . Otryngton, 13s. 4d. And to Thomas Belle, now with the sheriffs, 6s. 8d. And to Thomas Cerebarn also with them, 6s. 8d. And to John de Wheldale, also with the Sheriffs, 6s. 8d. And to Thomas de Holtaby, William de Coupeland and Thomas Brat, serjeants of the Chamber from Michaelmas, 20s. And in the summer gowns of the six sergeants of the Chamber, in cloth of colour* and ' ray,' 49s. 1d. And in their long winter gowns £3 7s. 3d.

* Name of cloth omitted.

And to the servants of the Chamber, in white and red cloth for the King's coming, 58s. 10d.

Total—£16 15s. 2d.

Offerings and payments of the Chamber, with alms for the Mass of our Lady in the Chapel

Also they account (in offerings) to the six sergeants of the Chamber at Easter, 12s. And to the common clerk, 6s. 8d. And to the underclerk, 2s. And to John Stirtaunt, 40d. And to William de Wirkesworthe, 3s. 4d. And to the Mayor's sergeant, 2s. And to the chaplains and clerks celebrating the Mass of Our Lady in the Chapel, for the whole year, 40s. And to the common clerk, for his offering at Christmas, 6s. 8d. And to his clerk, 2s. And to John Stirtaunt 3s. 4d. And to William de Wirkesworth 3s. 4d. And to the Mayor's Sergeant as is customary 2s. And in alms given to Simon Vasour by deed under the common seal, 20s. And 2s. to the sergeants at Christmas for their offerings.

Total—£5 18s. 8d.

Expenses at the Feast of Corpus Christi, with Gifts to lords' minstrels throughout the year

Also they account for steynyng for cloths for use of the pageant 4s. And in carrying to and fro timber for the bars before the King, 2s. 1d. And to eight porters leading and carrying the pageant, 5s. 4d. And for a new banner, with the fittings, 12s. 2d. And to the players, 15s. 4d. And in bread, ale, wine and meat, and firing, for the Mayor and good men on the day at the play, 18s. 8d. And to the door keeper of Holy Trinity, for putting up the pageant, 4d. And to the minstrels on the Feast of Corpus Christi, 13s. 4d. And for iron nails to mend the pageant, 5d. And for 20 'fursperres' for the said bars before the King, 5s. 10d. And to Robert Paton for making the pageant, in carpenter's work for 2 days, 12d. And for the painting of the pageant, 2s. And for 19 sapplynges bought from John de Craven for the bars aforesaid, 6s. 8d. And to William de Barneby, carpenter for his work there, 4s. 4d.

Total £4 11s. 6d.

And to the minstrels of the King and other lords who came, £7 7s. 4d.

Total £7 7s. 4d. [*sic*].

New Year's Gifts and Expenses of the King's Minstrels for his visit.

Also they account in a payment made to the chief provisor for the King's Household, 40s. And in hire of one horse for the use of the ostler in attendance (Ministri Ostelar') and John Gode for 5 days, 20d. And in the presentation to the King of two basins of silver gilt, £200. And more on the said basins £10. And to the Steward of the King's Household, 100s. And to Coreby, clerk of the Market of the King's Household, and his deputy, 46s. 8d. And to the Steward of the Marshalcy, 40s. And to his deputy 13s. 4d. And to the clerk of the Marshalcy, 13s. 4d. And to the understeward's clerk 40d. And to Preston the Marshal, 13s. 4d. And to the other servants of the Marshalcy, 40d. And to the clerk of the coroner of the Marshalcy, 40d. And to a beadle, 20d. And to one Grene of the King's chamber, 6s. 8d. And for a long bench (formula) for the use of the Mayor and good men in the chapter house of the great church of St Peter of York, 2s. 5d.

Total £224 9s. 1d.

Additional Expenses

Expenses incurred about the ambassadors from France in their journey to Scotland, 30s. 1d.

The total appears.

Petty Expenses

Also they account in the moving down of a raft (democione flote) of wood from Ouse bridge, 4d. And for two skins of parchment at the time of the Corpus Christi bills, 6d. And for the cleaning of Mikellyth Street at the gate and thereabouts, 8d. And in cleaning the dung (? fums) at Munkegate barr, 4d. and in parchment for the bills, 7d. And for the cleaning of the Stayth, 12d. And to William de Craven for lining the Mayor's hat with fur, and for repairing another hat, 6s. 8d. And for one skin of parchment, 4d. And for the purchase of the said hat, 6s. And for parchment for the estreats at Christmas and Hilary, 8d. And to the carpenter at cranam mending the ' bek ' that was broken, 12d. And for repairing the iron staple, and putting it up at Stayngate landyng, 12d. And for cleaning the swords, 12d. And to Thomas de Helle keeping Statham, 5s.

And to Richard de Mussham for keeping the folding doors (valvarum) of the house for selling salmon on the bridge, 3s. 4d.

Total, 28s. 5d.

Expenses of the Mayor, William de Selby [and] John de Hewyk chamberlain, with 11 men and 15 horses to the King at Nottingham for 5 days going and returning, with hire and cost of farriery for the horses—£4 18s.

The total appears—£4 18s. 0d.

Expenses of the Mayor, William de Selby* [and] John de Hewyk chamberlain, with 11 men and 14 horses, on the city's business, in going to London, staying there and returning for 5 weeks 4 days.

In the first week in all expenses	£4 15s.
And in the second week	£4 18s. 4d.
And in the third week	£4 12s. 5d.
And in the fourth week	£5 11s. 9d.
And in the fifth week	£8 11s. 3½d.
And in the aforesaid four days	£3 15s. 5d.
Total ..	£32 4s. 2½d.

Fees paid, with gifts, rewards and other petty expenses

First in the fee for the Charter of our Lord the King, with two writs	£8 11s. 8d.
And to Sir Robert de Faryngton	40s.
And to his clerk	10s.
And to the clerk of the privy seal	26s. 8d.
And to Richard Barbour working in the business aforesaid	13s. 4d.
And to the clerk writing the charter ..	13s. 4d.
And to Keteryk, helping and advising in the said business	3s. 4d.
And to one Lincoln, usher of the chamber of our Lord the King	3s. 4d.
And to the clerk writing two bills with one hamper bought	3s. 2d.
Total ..	£14 4s. 10d.

* Ex-Mayor?

And in horse hire farriers' charges and repairs of saddler and in other repairs, incurred in this business, to wit,

To John de Staynton, taillour of Walmegate, for one horse	11s. 4d.
And to John Goldebeter of Thures-day market for one horse which fell sick on the way	13s. 4d.
And to William de Tankerlay the younger, for one horse	11s. 8d.
And to John de Ruddestane, barker, for one horse	6s. 8d.
And to John de Cawod for one horse ..	6s. 8d.
And to William Herle for one horse which fell sick on the way and afterwards died, for hire, farriers' charges and compensation to him	46s. 8d.
And in farriers' charges, shoeing of horses and repairs to saddles in London ..	13s. 2d.
Total ..	£5 9s. 6d.
Grand Total ..	£53 0s. 18½d.

Expenses in connection with the allowance of the New Charter

First to Robert del Gare for the enrolment of the said charter, and for the fee upon the allowance thereof in the Common Pleas and in the King's Exchequer, 53s. 10d. And to the clerk of the Pipe for his fee on the allowing of the said charter, with other copies in connection with the said allowance, £3 15s. 8d. by the hand of William Hungate.

Total ..	£6 9s. 6d.
The obtaining of the charter	£60 11s. 0½d.
Total of all expenses..	£408 12s. 9½d.

COST OF THE CIVIC ADMINISTRATION OF YORK BEFORE THE MUNICIPAL CORPORATIONS ACT OF 1835

It is difficult to get more than approximate figures of the cost of local government in York in the early part of last century. There were different bodies spending public money and the accounting periods varied. The Corporation accounts are preserved, and those for the year ending February 3rd, 1833, are given below—they are taken from the Report of the Commission on the Municipal Corporations. The accounts of the Improvements Commissioners do not appear to have been preserved; an abstract was, however, printed annually in the local newspapers, and that for the year ending May 30th, 1833, as given below, is taken from the file of the *Yorkshire Gazette*. Separate accounts were kept for the Liberty of St. Peter. These do not appear to have been published for 1833, but are given for the previous year; they are, however, only small in amount. A County rate was levied for certain purposes over the County of the City of York which included the Ainsty, that part of the West Riding that used to be administered by the City Magistrates. Half on this was raised on the City; the other half on the Ainsty.

The report of the Commissioners on the Municipal Corporations Act gives the Parochial Assessments for the year ending March 26th, 1829, as £9,296. Adding these amounts together, it looks as if the total annual expenditure on local government in the City prior to the Municipal Corporations Act was approximately as follows:

	£
Corporation:	
Year ending February 3rd, 1833	3,930
Improvement Commissioners:	
Year ending May 30th, 1833, excluding Liberty of St. Peter	3,623
Year ending May 30th, 1832. Liberty of St. Peter	106
County Rate:	
Year 1833	1,987
Parochial Assessment (excluding the County Rate)	
Year ending March 25th, 1829	7,309
	£16,955

In the year 1834 the New Market Commissioners levied a 6d. rate for the new Parliament Street Market.

The expenditure of £16,955 could be approximately split up under the different functions of local government as below:

	Corporation	Commissioners	County Rate	Parochial Assessment	Total
	£	£	£	£	£
Administration ..	1,907	488	48	—	2,443
Health	305	662	—	—	967
Protection of Persons and Property ..	20	267	273	—	560
Education ..	15	—	—	—	15
Highways ..	566	2,312	133	—	3,011
Recreation ..	390	—	—	—	390
Justice	66	—	1,495	—	1,561
Charity and Destitution	661	—	38	7,309	8,008
	3,930	3,729	1,987	7,309	16,955

Revenue

The Revenue of the old unreformed Corporation sufficed for its needs without the aid of a rate, but the cost of the Gaols and Prosecutions was borne by the County Rate. The Commissioners levied a rate for their expenditure, as did the Overseers. Each Parish was, however, responsible for its poor, so that the poor-rate varied in the different parishes.

The rates needed in York were apparently as follows:

Commissioners	3,382
County Rate	2,205
Parochial Assessment (less County Rate)	7,309
	£12,896

The Commissioners levied 1s. rate, so that it looks as if the average rate for the City was approximately 3s. 9d. in the £.

The Valuation of the City for the County Rate in 1835 is given by the Boundary Commissioners as £61,721.

Debt

The Corporation in 1834 had a debt of £10,500 upon which they were paying 4 per cent. interest. The Improvement Commissioners do not appear to have had any debt at this time, but the Market Commissioners were empowered to borrow up to £30,000 for the new market which was about to be formed.

Revenue and Expenditure of Corporation for Year Ending 3rd February, 1833

	£		£
(*a*) Administration ..	1,907	Rents, etc. 3,766	
		less .. 1,720	
			2,046
Health	305	Markets ..	480
(*b*) Protection of Property	20	Exonerations from Office ..	150
(*c*) Education ..	15	Freedoms ..	644
Highways ..	566	Charitable Funds	449
(*d*) Recreation ..	390	Reduction in Balance	36
Justice	66	Sale of Land 100	
(*e*) Charity	661	Repayment Loan 25	
			161
	£3,930		£3,930

(*a*) An allowance of £60 was made to the Lord Mayor.

(*b*) This amount was for " subscription to the fire engines."

(*c*) Subscription to the Blue Coat School.

(*d*) Includes subscriptions to the Races, the fox hounds and the concerts.

(*e*) The payments out of trust funds held by the Corporation for various charities.

Taken from the Appendix to the *Report of the Commissioners on Municipal Corporations*, 1835.

REVENUE AND EXPENDITURE OF THE IMPROVEMENT COMMISSIONERS FOR THE CITY, EXCLUDING THE LIBERTY OF ST. PETER FOR THE YEAR ENDING MAY 30TH, 1833

	£		£
Administration ..	488	Rate	3,382
Education ..	—	Balance	191
			99
			— 92
(*a*) Health	662	Subscription for Bootham Improvement	133
(*b*) Highways 2,156			
„ 50		Interest	16
— 2,206			
Watching	267		
	3,623		3,623

In the following year the Liberty of St. Peter spent £106.

(*a*) For drainage purposes.

(*b*) For Paving, flagging, repairing and sweeping roads and for lighting streets.

Taken from the *Yorkshire Gazette*, June 1st, 1833.

Revenue and Expenditure of the Treasurer of the City and County of York for the Year 1833

Half of this was borne by the City and half by the Ainsty.

	£		£
Administration ..	96	County Rates ..	4,410
Health	—	Sale of Register ..	12
Education ..	—	Penalties Petty Session	27
(*a*) Protection of Property	546		
(*b*) Highways ..	267		
Recreation ..	—		
Justice			
Gaols 2,506			
Preventions, etc. .. 484			
———	2,990		
(*c*) Destitution ..	76		
Balance	474		
	£4,449		£4,449

	£
(*a*) Weights and Measures	86
Police	150
Chief Constables	210
(*b*) Bridges	267
(*c*) Conveyance of Vagrants ..	13
Pauper Lunatics	62

Taken from the *Yorkshire Gazette*, February 15th, 1834.

INDEX

Aldermen, 4, 5, 17
Allotments, 205
Ambulances, 126, 181
Art Gallery, 193, 318
Assessable Value, 310
Assessment, 52, 301
Assizes, 287
Audit, 49

Bailiffs, 3, 4
Bankruptcy, 289
Baths, 207
Births, 98, 110
Blind, 258
Boarding Out, 251
Borstal, 287
Bridges, 160
British Schools, 61
Building Bye-laws, 166

Chamberlains, 3, 4, 6, 8
Charities, 8, 33, 61, 259
Civil Marriage, 316
Clinics, 94
Commercial Development, 52
Commissioners, 5, 99
Commissioners' Report, 1845, 89, 99, 148
Committees, 23
Common Good Fund, 318
Consistory Court, 279
Co-opted Members, 66, 315
Coroner, 291
Costs, 53, 77, 134, 152, 170, 182, 209, 262, 272, 292, 299, 304,309, 343
Council, 17
Councillors, 36
County Court, 289
Crime, 293

Debt, 301, 310
Depots, 165
Disinfection, 99

Education, 7, 10, 59
Education Acts, 63
Education, Board of, 68
Elections, 314
Electricity, 227
Elementary Schools, 72
Employees, 326
Estates, 226
Expenditure—*see* Costs

Fever Hospital, 123
Finance, 45, 53, 256, 299
Fire Brigade, 181
Freedom of City, 21

Government Control, 34, 317
Government Grants, 300, 317
Guardians, 29, 53, 104, 246, 270

Health Committee, 88
Higher Grade Schools, 75
Highways, 159
Historians, 12
Hospitals, 115
Housing, 143

Infirmary, 127
Institution, 247
Insurance, 88, 105

Justices of Peace, 33, 280

Laycock, Dr., 12, 89, 148, 162
Library, 189, 318
Licensing, 183, 283
Lighting, 165
Local Acts, 332
Lord Mayor, 18, 19, 22

Magistrates, *see* Justices of Peace
Markets, 222
Marriage, 110, 316
Maternity, 95, 124
McNaught, Dr., 129
Medical Officer, 9, 29, 88
Mental Hospitals, 117, 317
Mentally Deficient, 120
Midwives, 98
Mortality, 108, 110
Municipal Civil Service, 39, 319
Municipal Corporations Act, 8, 17, 176
Musical Entertainments, 195

National Society, 61
Nursing, 97, 127

Occupations, 323
Officers, 28
Offices, 27
Old Age Pensions, 257
Orthopædic Hospital, 126
Ouse and Foss, 19, 23, 217
Out-Relief, 30, 253

Parish, 5
Parish Registers, 271
Parks, 198
Petty Sessions, 280
Police, 9, 176
Poll, 315
Poor Law, 8, 245, 246
Poor Rate, 5, 245, 262
Probate, 289
Probation Officers, 282
Proportional Representation, 313
Public Health Acts, 9, 102

Quarter Sessions, 286

Rates, 309, 323
Rating and Valuation, 51, 323
Refuse, 104
Registry of High Court, 288
Re-housing, 147
Roads, 161
Roman York, 3

St. Anthony's Hall, 241
Salaries, 50
Sanitary Inspectors, 92
School Board, 10, 64
School Medical Service, 70, 96
Secondary Schools, 76
Sewerage, 99
Sheriff, 4, 18, 22, 277
Standard Costs, 318
Stores, 51

Time-tables, 327
Town Clerk, 28
Town Planning, 167
Tramways, 230
Tuberculosis, 95, 123

Unemployment, 259

Vagrancy, 249
Venereal Disease, 98
Vital Statistics, 106, 269

War Pensions, 261
Watch Committee, 175

York Court of Record, 287
Yorkshire School for Blind, 258
Yorkshire Fishery Board, 209
Yorkshire Vagrancy Committee, 250

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How York governs itself